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NAVAL POSTGRADUATE SCHOOL
Monterey, California



THESIS

ANALYSIS OF THE CURRENT NAVY ENLISTED DETAILING PROCESS

by

Melissa M. Short

December 2000

Thesis Advisor: William R. Gates
Associate Advisor: CDR Bill Hatch

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America's diverse political climate and flourishing economic conditions have forced the Navy to look inward to combat recruiting and retention shortfalls. The detailing process, if properly managed, can positively affect Navy retention rates. The enlisted detailing process accomplishes its mission: assigning Sailors to billets; however, it may do so without optimizing efficiency or effectiveness. Sailor preferences and command requirements provide crucial insights ensuring the Navy focuses on improving operational readiness, maintaining fleet balance, and retaining quality Sailors. Reviewing the detailing process, stakeholders, and policies reveals concerns with the current detailing system biases and inaccessibility. Four areas of pathology within the system are: policy and procedure issues, information systems concerns, career counseling matters, and detailer considerations. Research indicates that current electronic-based interaction has a positive affect and that additional interaction might continue to positively affect the detailing process.

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ANALYSIS OF THE CURRENT NAVY ENLISTED DETAILING PROCESS

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Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

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ABSTRACT

America's diverse political climate and flourishing economic conditions have forced the Navy to look inward to combat recruiting and retention shortfalls. The detailing process, if properly managed, can positively affect Navy retention rates. The enlisted detailing process accomplishes its mission: assigning Sailors to billets; however, it may do so without optimizing efficiency or effectiveness. Sailor preferences and command requirements provide crucial insights ensuring the Navy focuses on improving operational readiness, maintaining fleet balance, and retaining quality Sailors. Reviewing the detailing process, stakeholders, and policies reveals concerns with the current detailing system biases and inaccessibility. Four areas of pathology within the system are: policy and procedure issues, information systems concerns, career counseling matters, and detailer considerations. Research indicates that current electronic-based interaction has a positive affect and that additional interaction might continue to positively affect the detailing process.

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TABLE OF CONTENTS

I. INTRODUCTION 1
A. OVERVIEW 1
B. BACKGROUND AND REASONS FOR STUDY 4
C. RESEARCH QUESTIONS 6
D. SCOPE, LIMITATIONS, AND ASSUMPTIONS 7
E. ORGANIZATION 9
F. BENEFITS 9
G. CHAPTER SUMMARY 9
II. OVERVIEW OF THE CURRENT ENLISTED DETAILING PROCESS 11
A. ORGANIZATIONAL STRUCTURE 11
B. NAVY ASSIGNMENT PROCESS FROM A MICRO PERSPECTIVE 21
C. THE NEED FOR AN ALTERNATIVE APPROACH 31
D. CHAPTER SUMMARY 33
III. STAKEHOLDER MAP 35
A. OVERVIEW 35
B. STAKEHOLDER MAP 36
C. STAKES 37
D. MANDATES 49
E. SUMMARY 53
IV. METHODOLOGY AND FINDINGS BACKGROUND 55
A. BACKGROUND 55
B. INTRODUCTION 57
C. SAILORS' AND COMMANDS' PREFERENCES 61
D. SUCCESSFUL QUALITIES OF THE CURRENT DETAILING PROCESS 72
E. AREAS FOR PROCESS IMPROVEMENT 74
F. CHAPTER SUMMARY 88
V. ANALYSIS OF FINDINGS 91
A. OVERVIEW 91
B. SAILOR AND COMMAND PREFERENCES 92
C. CURRENT DETAILING PROCESS SUCCESSES 96
D. POLICY AND PROCEDURE ISSUES 97
E. INFORMATION SYSTEM CONCERNS 102
F. CAREER COUNSELING MATTERS 107
G. DETAILER CONSIDERATIONS 109
H. CHAPTER SUMMARY 111
VI. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS 115
A. RESEARCH QUESTIONS AND ANSWERS 115
B. CONCLUSION 121
C. RECOMMENDATION 121
D. LIMITATIONS 122
E. AREAS FOR FURTHER RESEARCH 122
APPENDIXES 125
APPENDIX 1: DETAILER INTERVIEW 125
APPENDIX 2: DETAILER QUESTIONNAIRE 129
APPENDIX 3: ACRONYMS 135
LIST OF REFERENCES 137
INITIAL DISTRIBUTION LIST 141

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I. INTRODUCTION

A. OVERVIEW

This thesis investigates and analyzes the Navy's current enlisted detailing process. It identifies the enlisted detailing process step-by-step, describes key stakeholders' concerns and identifies policies that affect the detailing process. Then, advantages and disadvantages of the current detailing process are presented and analyzed, to objectively evaluate the detailing process. Knowing where the current detailing system is working well and understanding its inadequacies indicate how an electronic-based detailing process might affect the process and determine the feasibility of such an endeavor. Finally, the detailing process efficiency, effectiveness, and pathology are identified for analysis and recommendations.

Political and economic influences surrounding the enlisted detailing process warrant consideration to better understand all factors affecting the current detailing system. Post-Cold War military forces begam downsizing in 1990, under Secretary of Defense Richard Cheney during the Bush Administration. Taking the reduction a step further, Secretary of Defense Les Aspin, during the Clinton Administration, conducted a Bottom-Up Review and determined that major reductions in

the military's size, strength, and budget were practical. The United States forces in Europe would be cut in half while overall Department of Defense (DoD) forces would be cut by 30 percent. (Dye, http://www.fas.org/man/gao/ns96183.htm) This study generated much controversy as lawmakers and defense experts agreed with the threat assessment that: the U.S. needs to prepare to fight and win two Major Theater Wars (MTW) simultaneously. However, many believed that the proposed minimal force levels would not be adequate to accomplish this mission. (Dye)

The bipolar Cold War threat has diminished, yet regional conflicts and Small Scale Contingencies (SSC) have increased the operational tempo nearly an order of magnitude. As the world's sole superpower, America's "peacetime" military conducts more missions than at any other time in our nation's history. Since 1992, Navy Sailors have spent 25 percent more time at sea because of Small Scale Contingencies, regional conflicts, and peacekeeping missions in Bosnia, Kosovo, Haiti, and the Persian Gulf. The U.S. has yet to realize the "peace dividend" of the post-Cold War era, still spending $275 billion a year to defend national interests and conduct world peacekeeping operations. (Jaffe) The political policy of reducing forces while increasing operations, coupled with favorable economic conditions, set the stage for the Navy's current manning difficulties.

U.S. economic conditions have been the envy of countries around the world for many years. The booming U.S. economy has led to record low unemployment rates (4 percent) and well-contained inflation (1.7 percent). (Chambers; Moniz "Military Engaged...") Since 1982, Americans have enjoyed economic growth in 65 of 69 quarters. As of January 2000, the U.S. made history with 92 continuous months of increasing gross domestic product. Although the new economic growth is puzzling, it will most likely continue into the foreseeable future. (Chambers)

Another concern is that tomorrow's potential recruits are growing up in a society where military service is someone else's job. Since the inception of the All-Volunteer Force in 1973, there has been a decline in Americans having military experience or even knowing relatives or role models with military experience. Currently, the President, the Secretaries of State and Defense, as well as the National Security Advisor have not served in the military. Furthermore, the percentage of Congressional members with military service has decline from 75 percent in 1971 to less than 34 percent in 1998. (Towell)

The diverse political climate, booming economic conditions, and reduced military mentors affect the younger generations' actions and attitudes toward military service. Generation Y (born after 1980) views military service as having lost its social charm, considering the military a

secondary option compared to other alternatives, including going to college or seeking commercial sector employment. (Chambers) For those of Generation X (1960-1979) that did join the military, they see their civilian counterparts earning more money and avoiding long family separations commonly associated with the military. Many junior service men and women are opting to leave the military, as evidenced by the 40 percent loss in first-term Sailors in 1998-1999, the highest in history. (Moniz "Military Uses Net...")

Navy officials are concerned about the low recruiting and retention levels the Navy recently experienced, including an 18,000 Sailor deficit in 1999 due to recruiting and retention shortfalls. (Jaffe) This thesis discusses the detailing process as one area for improvement, that if properly managed can positively affect retention rates. One half of the Sailors dissatisfied with the detailing process reported that they are more likely to leave the military seeking greater freedom and monetary gains. (ORC Macro) Improving the detailing process will benefit both the Navy and its Sailors by building and fostering trust.

B. BACKGROUND AND REASONS FOR STUDY

The Navy currently uses a hierarchical planning method for matching personnel with billets. This method relies upon detailers striking a balance between the command's needs and the Sailor's

preferences, which is inherently difficult to achieve. Ultimately, this centralized labor-intensive detailing method leaves many stakeholders (e.g. Sailors, detailers, and commands) discontent and frustrated. In some instances, Sailors have chosen to separate from the Navy rather than accept undesirable orders, further decreasing retention rates. By the same token, some commands have been forced to receive less qualified Sailors to avoid vacancies in key positions, reducing mission effectiveness. The current Navy enlisted detailing process may be enhanced by new information technology (IT) developments that give Sailors increased options and access.

With IT advancements, the detailing process could be more efficient and equitable using web-based markets and intelligent agents to assist Sailors and commands in finding one another in a distributed, electronic system. An electronic detailing system has the potential to enhance stakeholders' satisfaction through better job matching methods. Developing an electronic detailing system that will satisfy the needs of all stakeholders requires an intimate understanding of the current detailing process's positive and negative aspects. Knowing stakeholders' satisfactions and dissatisfactions with the current process will facilitate designing and executing a superior electronic detailing process.

The Navy enlisted population currently uses the Job Advertising and Selection System (JASS), an electronic resource, to explore job

opportunities. A better understanding of this automated system and whether it can be expanded to facilitate detailing enlisted Sailors is key in designing web-based detailing. Understanding JASS users' reactions will assist in developing an electronic detailing system that meets the needs of all stakeholders.

C. RESEARCH QUESTIONS

1. Primary Research Question

What is the overall efficiency and effectiveness of the current Navy enlisted detailing process and how do those factors affect Sailors' retention?

2. Subsidiary Research Questions

Who are the stakeholders involved in the detailing process and what are their concerns?

What positive issues of the Navy enlisted detailing process can be leveraged or expanded for future use?

What considerations must be included in the Navy enlisted detailing process?

What pathologies exist in the Navy enlisted detailing process and what are their micro and macro effects?

D. SCOPE, LIMITATIONS, AND ASSUMPTIONS

Scope: The scope includes: (1) a literature and document review of the current Navy enlisted detailing process; (2) phone/personal interviews and PowerPoint reviews delineating steps within and flow of the current Navy enlisted detailing process; (3) a review of survey data and PowerPoint briefings concerning Sailors' satisfaction or dissatisfaction with the current detailing process; (4) phone and personal interviews with Navy enlisted detailers and Navy Personnel Research, Studies, and Technology analysts; (5) a thorough analysis of JASS and its implications for a web-based detailing process; (6) analysis of the current Navy enlisted detailing process to identify positive aspects that should be incorporated into a new web-based detailing system; and (7) a determination and recommendation regarding aspects of the current process that should be eliminated, or changed with the development of a web-based enlisted detailing process.

Limitations: Although every attempt was made to gather the most accurate data for the current Navy enlisted detailing process, there is neither a formal system to collect this information nor is there a way to gather only objective data; much of the information comes directly or indirectly from subjective interviews.

Command Career Counselors will play a key role if a web-based detailing process is implemented to augment traditional detailer roles. It was beyond the scope of this thesis to review the Command Career Counselors' current involvement in the detailing process and the extent to which their role will be expanded with the advent of a web-based detailing process. Detailers perceive that Command Career Counselors are a limiting factor in the current detailing process, but whether this is mere perception on the detailers' part or reality was not revealed during the detailing process research.

Assumptions:

1. This thesis assumes that the reader has a general knowledge of the current Navy enlisted detailing process. The reader is not expected to know the specific process, but it is assumed that the reader has some knowledge about the detailing system so that common acronyms and verbiage are not confusing.

2. It is assumed that the numerous interviews conducted by ORC Macro and the author's personal interviews and questionnaires yielded opinions and feelings representative of the typical Navy Sailor today.

3. It is further assumed that the author's interpretations of interview and questionnaire responses represent the actual issues encountered by detailers and Sailors.

E. ORGANIZATION

The methodology used in this research includes the following steps:

Conduct literature and Internet searches of books, magazine articles, PowerPoint briefings, and library information databases. Conduct a thorough review via phone and personal interviews regarding the Navy enlisted detailing process. Gather data regarding Sailors' and detailers' reactions to the current enlisted detailing process. Analyze the current detailing process and determine implications for future systems.

F. BENEFITS

This study identifies the pathology within the current enlisted detailing system. A further benefit is identifying implications for a future web-based detailing process. The end-state of this study is a thorough understanding of the detailing process, its stakeholders, and their concerns. Additionally, analyzing stakeholder concerns and desires as well as identifying positive aspects and pathology give rise to detailing process improvements.

G. CHAPTER SUMMARY

Force reductions vis-à-vis increased peacekeeping operations and auspicious economic conditions are changing the way Americans and

their Armed Forces think, plan, and fight. The Navy must accommodate young Americans' expectations if it wants to meet retention and recruiting goals. Improving the current enlisted detailing process is a key enabler to attract potential recruits and encourage Sailors' reenlistment.

II. OVERVIEW OF THE CURRENT ENLISTED DETAILING PROCESS

A. ORGANIZATIONAL STRUCTURE

The Navy's Manpower, Personnel, and Training processes include Manpower Requirements, Manpower Programming, Personnel Planning and Personnel Distribution. This thesis will concentrate on the Personnel Distribution process, specifically the Enlisted Distribution System (EDS). The EDS consists of a distribution triad: allocation, placement, and assignment, as depicted in Figure 2.1 below.

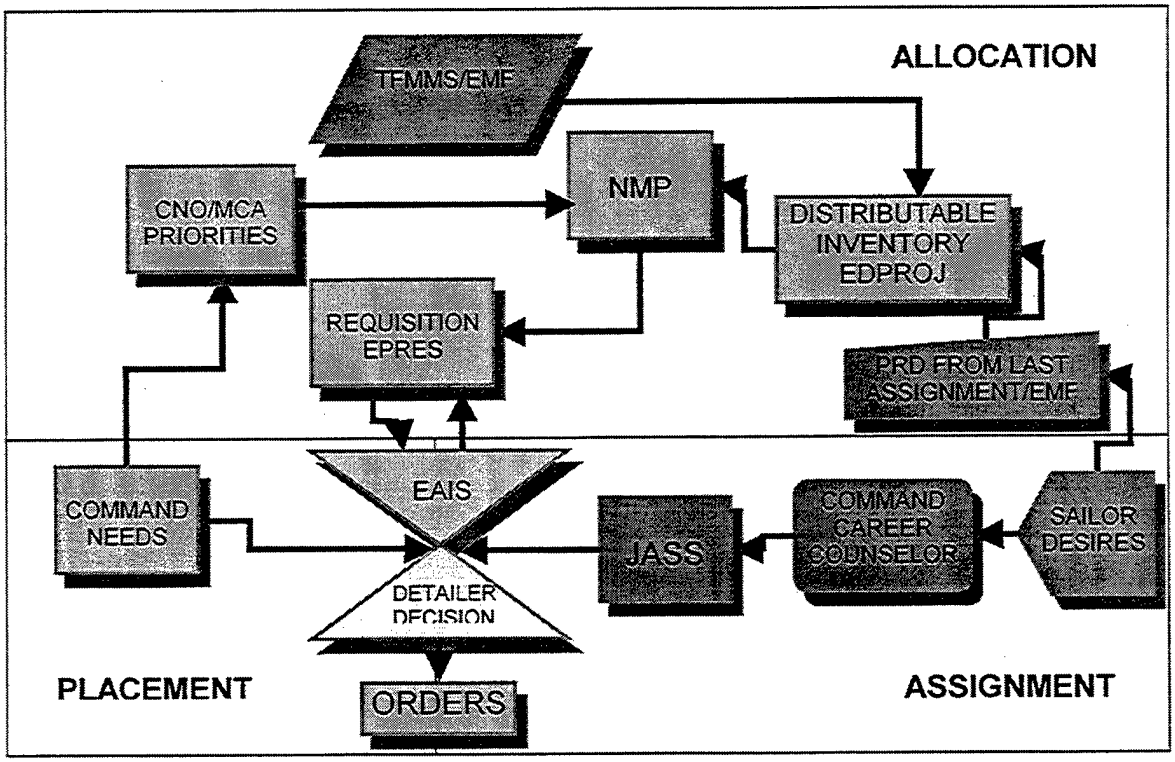


Figure 2.1
From: Manpower, Personnel, & Training PowerPoint Brief,
CDR Bill Hatch, 16 May 2000

The different commands involved in each of these three processes, the various information systems they use, and the documents they produce will be covered in the paragraphs below. The overall distribution goal is to ensure what is commonly referred to as the "four rights" or "R^4:" the right Sailor with the right training occupying the right billet at the right time. Although the allocation and placement processes will be briefly presented, this thesis will focus on the assignment process within the distribution triad, which is commonly called "detailing." Furthermore, since numerous exceptions exist, this thesis will focus on the detailing process for active duty enlisted Sailors.

The allocation process initially separates distributable and non-distributable personnel inventory. Distributable inventory includes everyone who is not a student or in a Transient, Patient, Prisoner, or Holdee (TPPH) status. Students also referred to as Awaiting Instruction (AI) and TPPH personnel are non-distributable and are included in the Individuals Account (IA). This process is depicted as Figure 2.2 below.

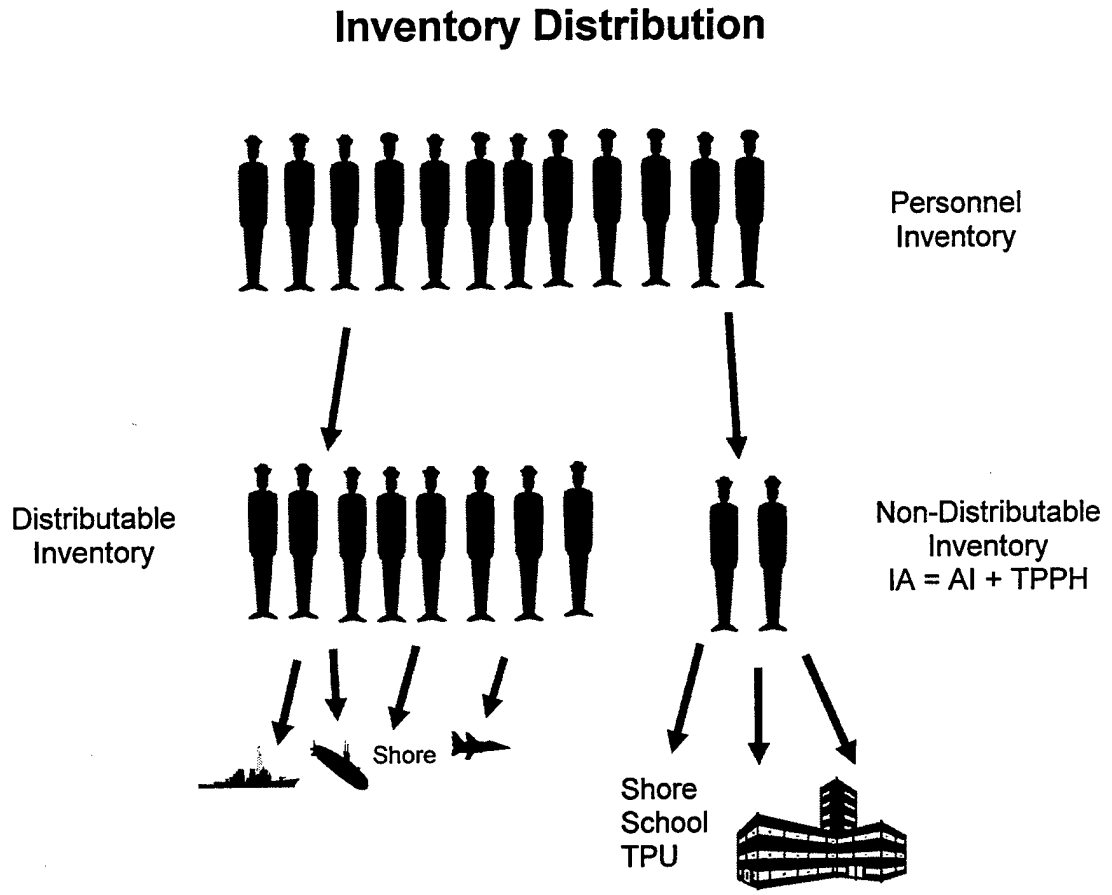


Figure 2.2
Source: Manpower, Personnel, & Training PowerPoint Brief, CDR Bill Hatch, 16 May 2000

The four Manning Control Authorities (MCAs) are then apportioned distributable inventory in accordance with Chief of Naval Operations (CNO) priorities. The four MCAs include Commander in Chief, U.S. Pacific Fleet (CPF); Commander in Chief, U.S. Atlantic Fleet (CLF); Commander, Navy Personnel Command (CNPC); and Commander, Naval Reserve Forces (CNRF). The CNO and MCAs establish priority manning for distributable inventory. Allocation, placement, and assignment of

distributable inventory are depicted in Figure 2.3 below. Each level of distribution is discussed in further detail following the chart.

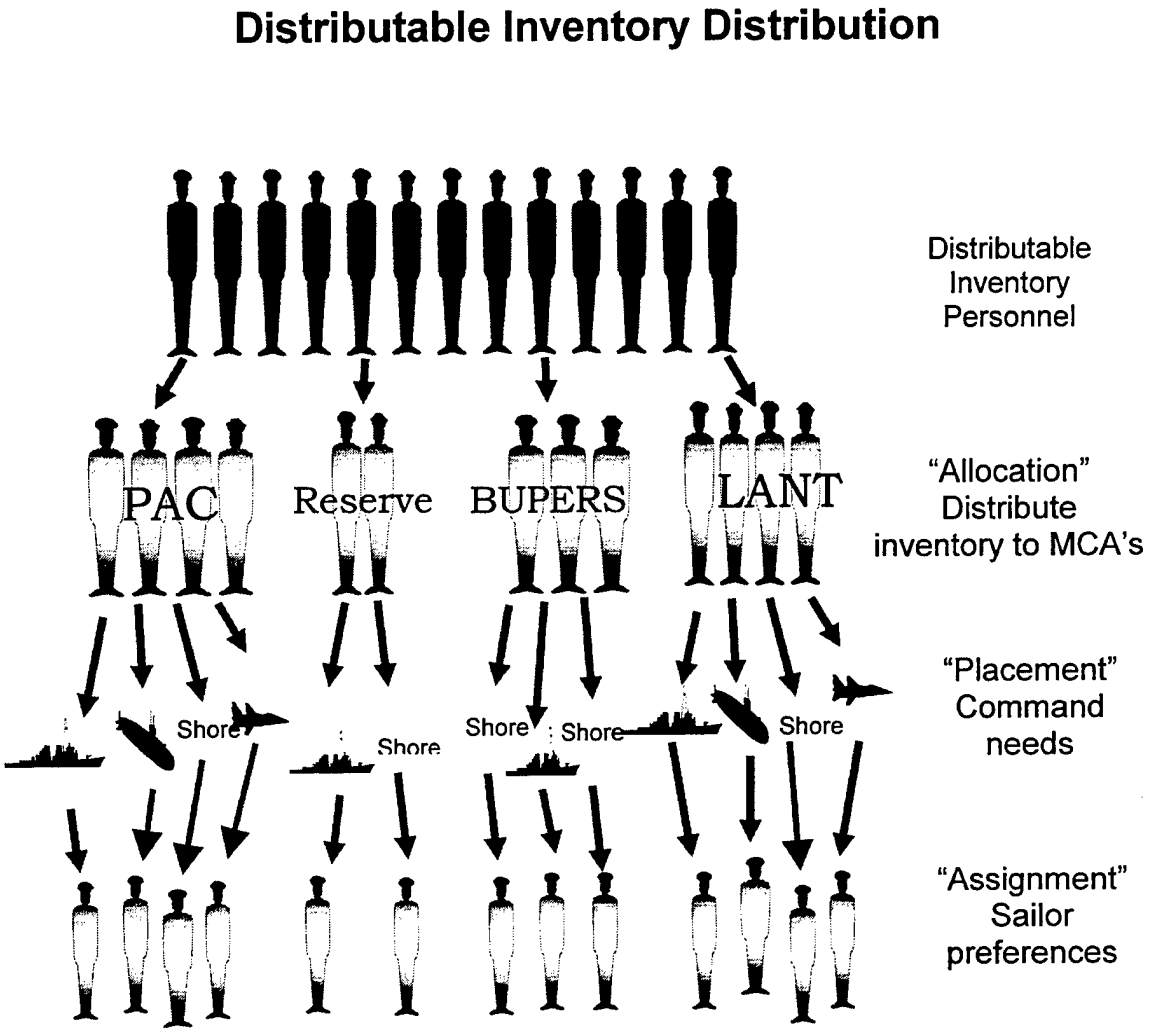


Figure 2.3
From: Manpower, Personnel, & Training PowerPoint Brief,
CDR Bill Hatch, 16 May 2000

From Figure 2.3 above, the three distribution levels for distributable inventory are clear. The allocation process apportions distributable inventory to the four MCAs based on CNO priorities. Then,

the placement process ensures that command needs are addressed. Finally, the assignment process considers the Sailors' preferences. These processes are further explained.

CNPC is involved with the allocation process. It is organized into different branches or departments, commonly referred to as Personnel or "Pers" codes. The Distribution Management, Allocation, Resources and Procedures department (Pers 45) is responsible for allocation supervision and ensures a prioritized balance of distributable personnel to both sea and shore activities. Pers 45 personnel use the Enlisted Distributable Projections System (EDPROJ), a computer program which measures current strength against current billets for statistical purposes, and measures the projected strength nine months in the future against the projected billet time frame. EDPROJ receives data from two information systems, the Total Force Manpower Management System (TFFMS) and the Enlisted Master File (EMF), to determine where available personnel should be assigned to ensure equitable allocation among CNO priorities and the four MCAs.

Pers 45 uses EDPROJ to measure current strength verse current billets and projected strength verses projected billets in the next nine months. The CNO determines CNO priority manning (Pri 1/2) which is transferred to EDPROJ to ensure that these priorities are accounted for before any other allocations are made. This resulting information is

transferred from Pers 45 to the Enlisted Placement Management Center (EPMAC). (Hatch)

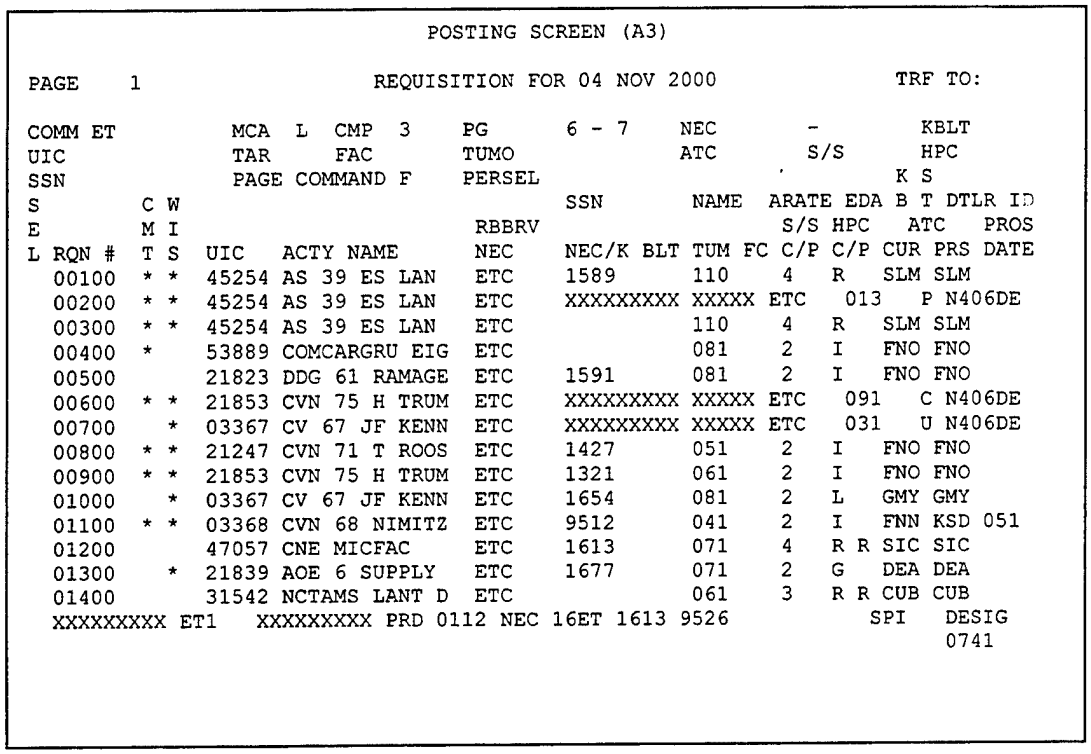
EPMAC uses the projected personnel from EDPROJ, coupled with MCA's prioritization manning algorithms and billet information from TFMMS to establish Navy Manning Planning (NMP) levels. NMP equitably distributes the projected personnel by rate (i.e. E3, E6, E9); rating (i.e. ABF, PN, EN); and Navy Enlisted Classification (NEC) code across all activities to ensure each command receives its "fair share" of distributable personnel. Distributing the projected enlisted inventory equitably across the four MCAs, EPMAC's goal as the command advocate is to ensure the right person with the proper occupational skills occupies the right billet on time.

The MCAs communicate with EPMAC to ensure that activities have the personnel they need to accomplish their missions. Depending on the command's operational schedule, special circumstances, or additional considerations, MCAs can adjust requisition priorities to meet individual command personnel needs. When activities need to increase manning above their NMP level for specific mission accomplishment, MCAs may designate Priority 3 requisitions within their areas of responsibility. Priority 3 requisitions are valid for up to one year, and they are automatically cancelled on 30 September, unless another specific date is authorized. Designating a requisition as Priority 3 indicates that the

billet has a higher priority than other requisitions, but Priority 3 requisitions are not as high priority as the CNO Priority 1 and 2 requisitions. Requisition priorities are an important consideration during the assignment process. During the assignment process, Sailors are selected and assigned, commonly called "detailing," into high priority billets based on NMP. In other words, the assignment process matches "faces" with "spaces." "Faces" result from scheduled rotation or availability whereas "spaces" occur when the command has fewer projected assigned personnel than the NMP, producing a "requisition."

Requisitions are generated in the Enlisted Personnel Requisition System (EPRES) information system when a command's projected manning in a particular rating and rate (paygrade) falls below the projected NMP levels. The requisitions are then downloaded into the computer-based Enlisted Assignment Information System (EAIS), where the assignment officer, referred to as the detailer, can review them. Requisitions appear in priority order with the number one requisition being the highest priority billet to fill. CNO Priority 1 and 2 requisitions will appear at the top of the list immediately followed by the MCA Priority 3 requisitions. The list of requisitions or "spaces" for the detailer to fill appears in the Requisition Posting Module (RPM), a data screen (A3) within EAIS, as depicted in Figure 2.4 below. Privacy Act information is deleted. This screen is for the Electronics Technician (ET) community in

paygrades E6 through E7. Requisition priorities appear in the left-hand column.



POSTING SCREEN (A3)

PAGE 1 REQUISITION FOR 04 NOV 2000 TRF TO:

COMM ET MCA L CMP 3 PG 6 - 7 NEC - KBLT
UIC TAR FAC TUMO ATC S/S HPC
SSN PAGE COMMAND F PERSEL K S

S E L	C M T	W I S	UIC	ACTY NAME	RBBRV NEC	SSN NEC/K	NAME BLT	ARATE TUM	S/S HPC FC	ATC C/P	EDA C/P	B CUR	T PRS	DTLR DATE	ID PROS
00100	*	*	45254	AS 39 ES LAN	ETC	1589		110	4	R		SLM	SLM		
00200	*	*	45254	AS 39 ES LAN	ETC	XXXXXXXXX		XXXXX	ETC		013		P		N406DE
00300	*	*	45254	AS 39 ES LAN	ETC			110	4	R		SLM	SLM		
00400	*		53889	COMCARGRU EIG	ETC			081	2	I		FNO	FNO		
00500			21823	DDG 61 RAMAGE	ETC	1591		081	2	I		FNO	FNO		
00600	*	*	21853	CVN 75 H TRUM	ETC	XXXXXXXXX		XXXXX	ETC		091		C		N406DE
00700		*	03367	CV 67 JF KENN	ETC	XXXXXXXXX		XXXXX	ETC		031		U		N406DE
00800	*	*	21247	CVN 71 T ROOS	ETC	1427		051	2	I		FNO	FNO		
00900	*	*	21853	CVN 75 H TRUM	ETC	1321		061	2	I		FNO	FNO		
01000		*	03367	CV 67 JF KENN	ETC	1654		081	2	L		GMY	GMY		
01100	*	*	03368	CVN 68 NIMITZ	ETC	9512		041	2	I		FNN	KSD		051
01200			47057	CNE MICFAC	ETC	1613		071	4	R	R	SIC	SIC		
01300		*	21839	AOE 6 SUPPLY	ETC	1677		071	2	G		DEA	DEA		
01400			31542	NCTAMS LANT D	ETC			061	3	R	R	CUB	CUB		

XXXXXXXXX ET1 XXXXXXXXX PRD 0112 NEC 16ET 1613 9526 SPI DESIG 0741

Figure 2.4
From: EAIS

The detailer represents the Sailors, or faces, in the Enlisted Distribution System. The detailer's goal is to cost effectively match Sailors with the necessary skill sets to the prioritized requisitions. Detailers employ EAIS to accomplish their difficult task of assigning available personnel to priority requisitions. Detailers view distributable inventory Sailors in EAIS nine months before completing their current tour of duty, i.e., their Projected Rotation Date (PRD). Non-distributable Sailors in the IA (students and TPPH) also appear in EAIS nine months

prior to their PRD. Detailers obtain this list of "faces" in EAIS on the PRD rollers (A1) screen as depicted in Figure 2.5 below. This screen represents the ET rating with paygrades E6 through E9 who have a PRD from August to September 2001. Privacy Act information is deleted. Further detailing specifics and considerations will be reviewed in the next section.

PRD ROLLERS SCREEN (A1)

PAGE 1 BASE DATE: NOV 2000 PRD REPORT FOR: ET
PARAMETERS: PRD FROM 0108 TO 0109 PAYGRADE FROM 6 TO 9
COMMUNITY ET RATE NEC1-2 OBL/SERV SEX CAREER-IND
SPI ATC MCA SS UIC WAS/IND STATUS
ENTER PRD COMMAND OPTION ====> V (ENTER "?" FOR HELP)

NO	PRD	EDL	RATE	NAME	SSN	SEX	PNEC	SNEC	OB	M	S/S	UIC	SPI	ATC	ST
01	0108		ETCM	XXXXXXXXX	XXXXXXXXX	M	0000	9580	44	P	2	21824		KSD	B
02	0108		ETCS	XXXXXXXXX	XXXXXXXXX	M	1511		09	L	2	20835		FNO	V
03	0108	HY	ETCS	XXXXXXXXX	XXXXXXXXX	M	0000		00	P	2	21387		KSD	E
04	0108		ETCS	XXXXXXXXX	XXXXXXXXX	M	9604	1589	10	B	1	61690		KSD	V
05	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1428	1424	09	B	3	42072		ITA	V
06	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1465		22	L	3	49957		BAI	V
07	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	9610	1510	16	L	2	03368		FNN	V
08	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1572	1456	05	B	1	35412		GFG	V
09	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1572	1416	03	L	2	03367		GMY	V
10	0108	08	ETC	XXXXXXXXX	XXXXXXXXX	M	1516	9502	10	P	1	65918		KSD	E
11	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1430	1419	17	B	1	61690		KSD	V
12	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1677	1420	00	B	1	61690		KSD	V
13	0108	06	ETC	XXXXXXXXX	XXXXXXXXX	M	1473	9512	10	L	3	49422		ENG	E
14	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1428	1424	56	P	4	21533		JSA	V
15	0108		ETC	XXXXXXXXX	XXXXXXXXX	M	1579		15	B	2	47898		FDN	V

PRESS ENTER TO CONTINUE OR ENTER PARAMETERS - TOP OF DATA - 0741

Figure 2.5
From: EAIS

Once detailers have selected a Sailor for a particular requisition, they access the Orders Writing Screen (OM) to begin the order writing process. An example of the OM appears in Figure 2.6 below. This screens shows an ET1 awaiting orders. Privacy Act information is deleted.

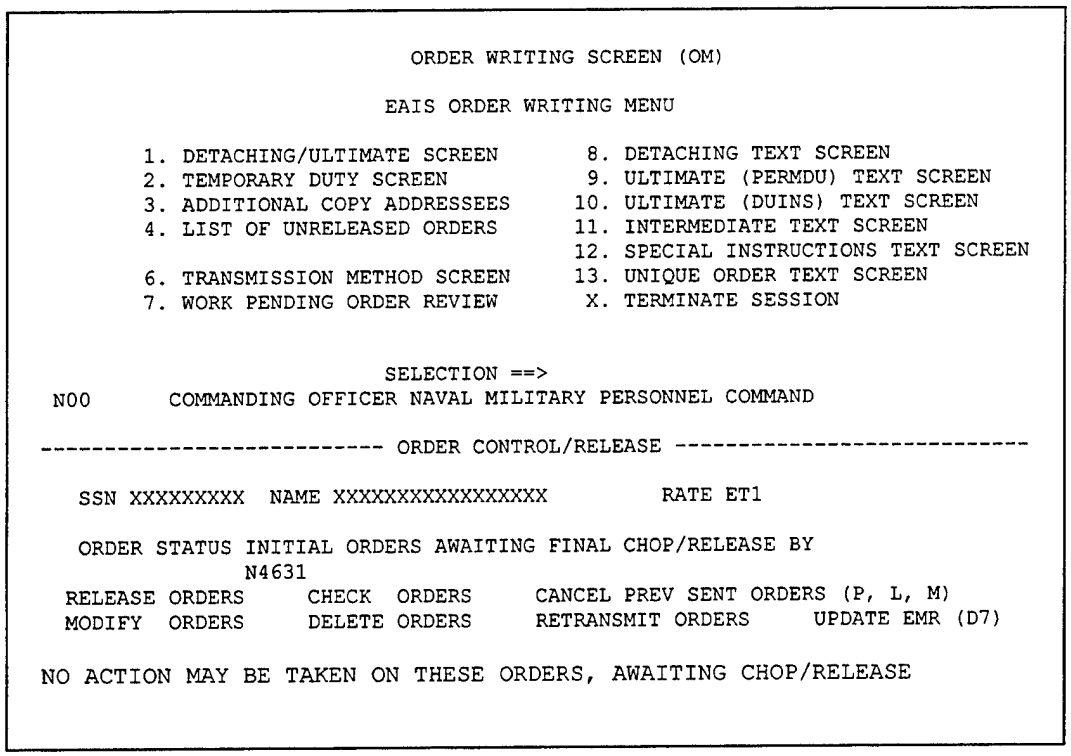


Figure 2.6
From: EAIS

Once orders are electronically assigned, before actual orders are written, EPMAC reviews those orders for personnel E6 and above for quality of fit. EPMAC has the authority to veto preliminary assignments between detailers and petty officers first class and above. This ensures that the detailers' assignment best matches Sailors to jobs. EPMAC placement specialists can veto orders that fail to meet fleet readiness manning and balance, even if the orders are exactly what the E6 or above Sailor requested. EPMAC provides a sanity check on orders to ensure the fleet receives the Sailor it needs. Once approved by EPMAC, if applicable, the Sailor receives written orders. Essentially, the allocation,

placement, and assignment processes work in concert to meet the Navy's readiness priorities.

B. NAVY ASSIGNMENT PROCESS FROM A MICRO PERSPECTIVE

The Navy's centralized system to reassign personnel among different duty types has two objectives. First, the assignment system must optimize readiness and stability for both afloat and ashore activities. Secondly, the assignment system must provide equal opportunity for personnel to serve in their desired duty. In theory, the task appears rather simple; in practice, balancing the Navy's needs with the Sailor's desires involves complex, time-consuming tradeoffs often requiring the Sailor to either accommodate or acquiesce one or more facets of their desired job assignment. Sailors may have to accept a different type duty, location, billet, or ship than they originally preferred.

Detailers rely on myriad information systems as well as personal rating knowledge to direct personnel into prioritized, available billets. EAIS, which displays requisitions by priority, is their primary information system. If personnel require training en route to their new command, detailers use the Navy Training Reservation System (NTRS) database to obtain class quotas and ensure requisite training is accomplished. (Hatch)

Currently, there is no single tool to help the detailers "mentally juggle" diverse policies, procedures, and information to ensure that the right Sailor with the necessary occupational skills is assigned to the right job on time. Detailer decisions, primarily subjective, may not always result in the best match for the Navy and/or the Sailor. Detailers must consider numerous, often changing, policies and procedures promulgated by the DoD, CNO, MCA, and CNPC when matching personnel to billets. (Cunningham, Hatch) Furthermore, Sailors have their own unique preferences, goals, and personal needs that detailers must consider. Detailers continually struggle to manage the Navy's requirements and the Sailor's wishes. Figure 2.7 represents the mental gymnastics detailers must perform.

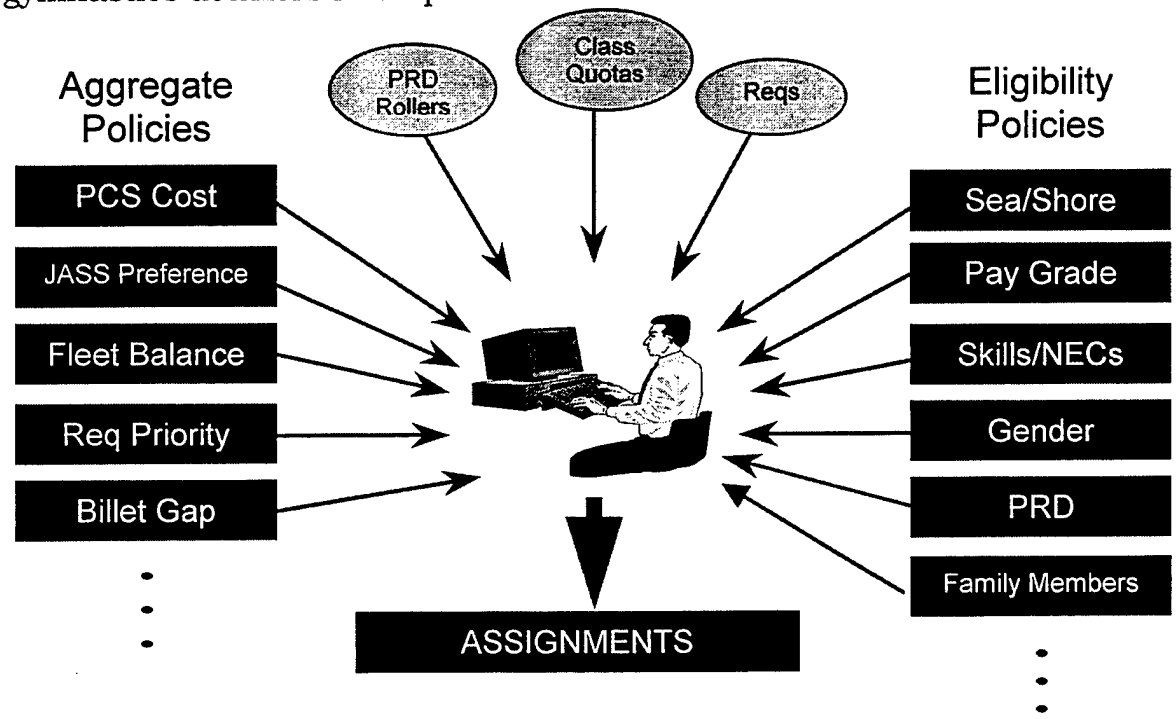
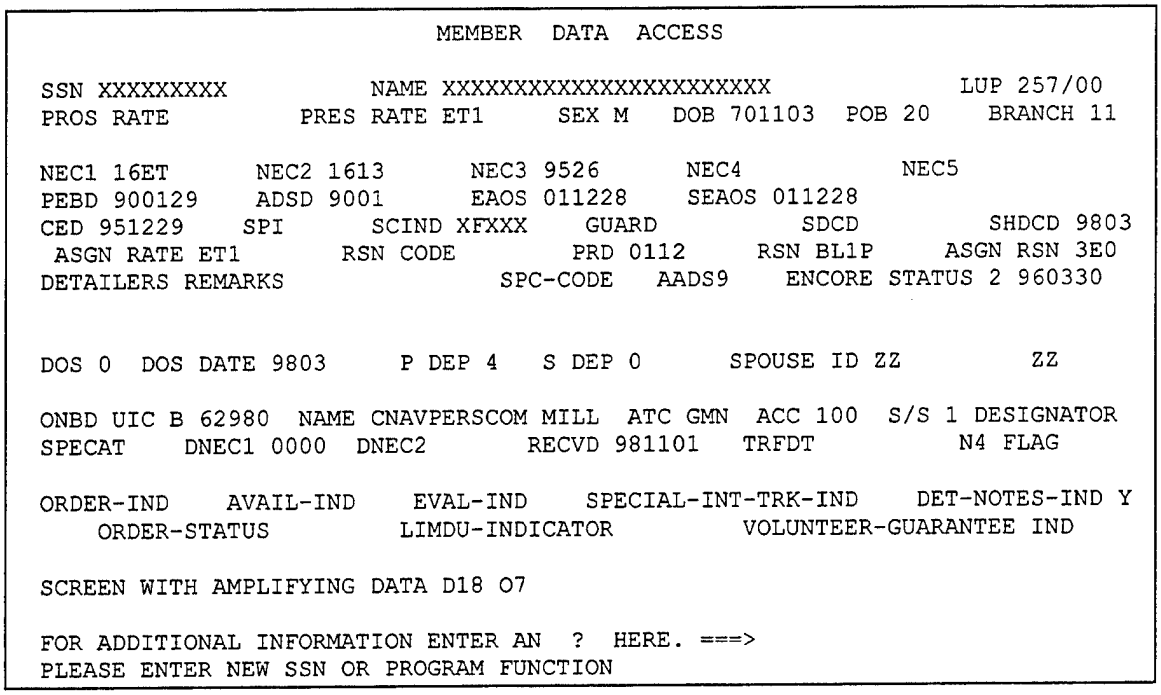


Figure 2.7
From: Navy Personnel Research, Studies, and Technologies, PowerPoint Brief, 25 July 2000

The detailer's primary consideration is whether the Sailor possesses the occupational skill set the billet requires. This consideration must be balanced with the detailer's next concern: conserving Permanent Change of Station (PCS), or transfer, funds. Detailers must minimize monetary expenditures yet maximize the effective use of personnel abilities and qualifications. To assist with this tasking, detailers can review Sailor's qualifications on the Member Data (MD) screen in EAIS, as depicted in Figure 2.8 below. The record belongs to a male ET1, but Privacy Act information is deleted. The MD screen gives detailers pertinent information for reassignment decisions such as number of dependents, NECs, End of Active Obligated Service (EAOS) date, Projected Rotation Date (PRD), and current duty station. Additional EAIS screens (not shown) report amplifying information regarding the Sailor such as assignment history or Armed Forces Qualification Test (AFQT) scores, which are used to determine reassignments.



```
                          MEMBER  DATA  ACCESS

SSN XXXXXXXXX          NAME XXXXXXXXXXXXXXXXXXXXXXX              LUP 257/00
PROS RATE         PRES RATE ET1     SEX M    DOB 701103  POB 20    BRANCH 11

NEC1 16ET      NEC2 1613      NEC3 9526      NEC4           NEC5
PEBD 900129    ADSD 9001      EAOS 011228    SEAOS 011228
CED 951229    SPI      SCIND XFXXX    GUARD          SDCD          SHDCD 9803
 ASGN RATE ET1       RSN CODE        PRD 0112     RSN BL1P     ASGN RSN 3E0
DETAILERS REMARKS               SPC-CODE   AADS9    ENCORE STATUS 2 960330


DOS 0  DOS DATE 9803     P DEP 4   S DEP 0      SPOUSE ID ZZ         ZZ

ONBD UIC B 62980  NAME CNAVPERSCOM MILL  ATC GMN  ACC 100  S/S 1 DESIGNATOR
SPECAT    DNEC1 0000  DNEC2       RECVD 981101   TRFDT          N4 FLAG

ORDER-IND    AVAIL-IND    EVAL-IND    SPECIAL-INT-TRK-IND    DET-NOTES-IND Y
    ORDER-STATUS         LIMDU-INDICATOR         VOLUNTEER-GUARANTEE IND

SCREEN WITH AMPLIFYING DATA D18 O7

FOR ADDITIONAL INFORMATION ENTER AN  ?  HERE. ===>
PLEASE ENTER NEW SSN OR PROGRAM FUNCTION
```

Figure 2.8
From: EAIS

Detailers also take into account spreadsheets containing the average PCS expenditures based on the Sailor's paygrade, location, and number of dependents. Detailers tenaciously match Sailors to jobs to the best of their ability. Their job is made more difficult because EAIS is only about 80 percent correct in characterizing service members' skills and the average PCS expenditures are only updated biennially. (Detailer Interviews)

If the Sailor does not possess the billet's required skill level, detailers may consider training alternatives. Depending on class quota availability and training expenditure levels, the detailer can offer the

constituent training en route. Using NTRS, the detailer immediately reserves the Sailor's quota, ensuring required training is accomplished prior to the member's arrival at the new command.

Detailers must also maintain fleet balance by ensuring that enlisted personnel are equitably distributed to all activities among the MCAs by rate, rating, and NEC in proportion to the Enlisted Master File (EMF) delineated by the NMP. The requisition's priority and gapped billets require detailer's focus to ensure that priority-designated jobs are filled first and that face-to-face turnover occurs when possible.

Acting as career counselors, detailers must advocate various duty assignments for service members. Detailers must ensure that personnel have the opportunity for advancement experience and rating excellence, and that they equitably share any existing hardship duty. Other factors requiring the detailer's attention are the member's Projected Rotation Date (PRD) and sea/shore rotation cycle. When considering personnel for overseas assignments, detailers must also follow Congressional policy which states that active duty members may not be assigned on land outside the United States or its territories and possessions, until they have had twelve weeks of basic training or its equivalent. Therefore, detailers can assign new enlistees overseas only after their initial basic training.

For personnel who have family members in primary or secondary school, detailers attempt to schedule transfers during school breaks, to minimize school schedule disruption as practicable. Additionally, military couples must be co-located if at all possible. Gender is another factor requiring the detailer's careful attention; females must be near adequate medical treatment facilities during pregnancy and females have fewer potential duty assignments (e.g. no female billets are available on submarines or Navy Sea, Air, Land (SEAL) units and certain ships are not configured for female Sailors).

Given these considerations, balancing the Sailor's desires with the Navy's priorities requires the detailer's meticulous attention and genuine concern. Sailors' personal concerns include such items as home ownership, spouses' careers, children's stability, and location preference. Each is a valid concern that detailers should address. Furthermore, an entire detailing division is dedicated to handling service members' special assignments such as Humanitarian Assignments (HUMS) or Exceptional Family Member (EFM) personnel. Currently, approximately 294 enlisted detailers manage nearly 330,000 Sailors' careers. (Cunningham)

To improve decision-making efficiency and effectiveness, the Job Advertising and Selection System (JASS) was developed. JASS is an on-line information and decision support system for Sailors, Command Career Counselors (CCCs), and detailers. At their convenience, Sailors

around the world view and apply for the posted prioritized billets. Prior to JASS, Sailors had to negotiate with detailers via the telephone. This first-come, first-serve process forced Sailors to make hasty decisions over the phone and compelled detailers to assign personnel to billets when they were not the "best qualified" or least costly move. Furthermore, Sailors assigned to ships, remote locations, or night shifts often did not have the opportunity to contact their detailers for jobs upon initial opening. (Burlingame) As a result, they often got "stuck" with less desirable billets. These Sailors were frustrated by their disadvantaged position. In short, the Navy's priorities and Sailor's desires were not optimized before JASS was introduced in 1995.

JASS permits Sailors to view jobs available in their paygrade and rating or Navy Enlisted Classification (NEC) code. Inconvenient phone calls to the detailers and snap decisions without family involvement are minimized. View-only JASS, available via Bureau of Personnel (BUPERS) Access, allows Sailors to see, but not apply for, all available jobs in the current requisition. View-only JASS can be used by any service member, enlisted or officer, to see the available jobs by rate, rating, and NEC. (Burlingame) With this initiative, Sailors can go on-line in the comfort of their homes or workstations to explore available jobs. Sailors can see available positions, research alternatives, and discuss options with family. Ultimately, this information system allows Sailors to make

informed, sagacious decisions regarding their next duty assignment. Only Command Career Counselors, or those designated by their Commanding Officer as career counselors, have the required access to make job applications. Command Career Counselors are involved for two reasons. First, they ensure that the Sailors are eligible and qualified for the positions to which they are applying. Secondly, Command Career Counselors are fully engaged in the advisory role for Sailors' careers. View-only JASS offers Sailors flexibility and convenience.

Command Career Counselors aboard naval vessels use JASS Client. They download bi-monthly data for the latest information cycle and jobs available. Using the ship's Standard Automated Logistics Tool Set (SALTS) or International Maritime Satellite (INMARSAT) communication capabilities, the CCC can download the most recent JASS information, including the latest requisitions, via File Transfer Protocol (FTP) program. The Command Career Counselor then works off-line with JASS Client, assisting Sailors with their job applications. Before the end of the application cycle, usually five days, the Command Career Counselor uploads all Sailors' billet applications for their detailers' review. Currently, WEB JASS is being introduced as an improved tool for Command Career Counselors. (Burlingame) This simplifies their access to JASS information by allowing downloads and

uploads directly from the Internet, to ships or stations with Internet access.

Using JASS Client or WEB JASS, the Command Career Counselor helps Sailors apply for up to five different jobs in preference order during a two-week requisition cycle. Because Sailors only have approximately five days to submit applications to the detailer before requisitions close, Sailors at sea, in remote locations, or working odd shifts have the opportunity to apply for the same jobs to which shore Sailors conveniently apply. No longer is the detailing process a first-come, first-serve assignment process. Detailing involves batch processing, thereby leveling the playing field for all Sailors. (Burlingame; Hatch)

When requisitions close, detailers spend approximately four days reviewing constituents' desires and matching the best-qualified person to the available positions based on the Navy's needs and the Sailor's desires and/or qualifications. Allowing batch-process detailing, JASS ensures a greater probability of efficient, effective Sailor-to-job pairing. Once a Sailor is assigned to an available position and new requisitions are uploaded from NMP, the detailer releases new billets on JASS, restarting the two-week cycle.

One drawback to JASS is that Sailors expect to be assigned to their number one billet application, even though they apply for up to five different jobs. Frequently Sailors are not selected for their most

preferred job, so detailers receive numerous phone calls or emails from disgruntled constituents requesting explanations and/or recommendations. (Marquez, O'Brien) At the beginning of every two-week requisition cycle, the detailers can expect to answer these phone calls or emails. Detailers can give Sailors career advice on steps to make them more marketable for their desired positions.

Despite some disadvantages, JASS is generally advantageous for detailers as well. Detailers have the highest level of JASS access. They can view jobs, apply for jobs, and select Sailors to fill jobs. Since JASS in not compatible with EAIS, detailers must laboriously hand-transfer information from JASS into EAIS, and vice versa. On the other hand, JASS allows detailers to concentrate on actual assignments because it eliminates initial phone calls requesting available billet information. In addition, detailers can now select the "best qualified" Sailor for the job from several applicants rather than the first person who is able to contact the detailer, benefiting both the Navy and the Sailor. Helping detailers optimize the Navy's priorities and grant Sailor's desires, JASS is a step toward connecting detailers, Command Career Counselors, and Sailors in this ever increasingly automated world.

C. THE NEED FOR AN ALTERNATIVE APPROACH

The Navy must ameliorate the cumbersome, random detailing process to incentivize junior and senior Sailors to remain in the Navy. In recent years, the civilian unemployment rate has declined to four percent, a 30-year low. First-term Navy attrition approached 40 percent in 1998-1999, the highest in history. (Moniz "Military Uses Net") Considering the booming economy and the potentially disruptive military life, we must take steps to ensure that people are not leaving the military in search of alternative occupations. The Navy's centralized, labor-intensive detailing process often disappoints its Navy customers, including both commands and Sailors. In addition, the detailing process is such a significant factor in Sailors' careers, that it may potentially reduce Sailor morale and retention. If left unchecked, a deficient detailing process could lead to Sailors' substandard performance and poor fleet readiness. (Gates) Sailors today expect fast answers and quick explanations for why they were not selected for the first-choice job or what their next career-enhancing move should be.

The Navy-wide Personnel Survey found that approximately 78% of enlisted Sailors have full-time employed spouses, a significant increase from previous years. (Kantor 1990-1997; Olmsted) In many instances, the spouse's career provides a larger family income than the Sailor's

career. Thus, the Navy must allow and, indeed, encourage continued spousal employment by assisting Sailors to accommodate their spouse's career. Otherwise, assignment may have a direct bearing on whether Sailors decide to continue their Navy career. (McGrath)

A common complaint among Sailors using JASS is that their Command Career Counselor is not readily available to assist them with career advice or job applications. Very often Sailors resort to the former method of telephoning their detailer to get the perceived "inside scoop." Furthermore, despite being able to view available jobs on JASS, Sailors believe they will receive better or different job options by directly contacting the detailer. (Detailer Questionnaires; Holden; O'Brien)

The Enlisted Distribution System may wish to examine lessons learned from the Commander, Navy Recruiting Command (CNRC), which now employs online recruiting to enlist new troops. CNRC is meeting Generation Y on its own turf, the Internet, and the military's recruiting targets are being met. Vice Admiral Ryan, Chief of Naval Personnel, recently commented that cyber-recruiting can be more effective than the old method of stalking malls and high schools for enlistees. (Moniz "Military Engaged") The detailing process must follow suit and start offering job searches and selections via the Internet. Although not problem free, JASS is an excellent first step, but needs to go further to balance the Navy's needs and the Sailor's desires.

D. CHAPTER SUMMARY

The Enlisted Distribution System is a complex, labor intensive process with little ability to completely match the Navy's needs to the Sailor's desires. Detailers are saddled with numerous, constantly changing policies and procedures influencing their career- and life-determining decisions on a daily basis. With JASS, Sailors have more flexibility in choosing jobs and detailers have greater ability to select the right Sailor for the right job at the right time with the right skills. But JASS is not enough to ensure that the Navy will meet its recruiting and retention goals or that the Navy will have satisfied, productive Sailors. Detailers can no longer rely on the old adage, "take this job or get out." With a booming economy, surprisingly low unemployment, and increased spousal financial support, Sailors are quicker to choose the latter option. The Navy is belatedly trying to connect with Generation Y Sailors. Interestingly enough, the Navy can benefit from the Generation Y culture, as their computer skills are proving essential in operating today's and tomorrow's complex information and weapons systems. (Moniz "Military Uses Net") The ultimate goal to recruit and retain quality Sailors can be achieved by revising the apparently subjective assignment process to more equitably treat Sailors while still maintaining the Navy's priorities.

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III. STAKEHOLDER MAP

A. OVERVIEW

This section identifies key stakeholders who affect or are affected by the detailing process. A stakeholder is broadly defined as "any person, group, or organization that can place a claim on an organization's attention, resources, or output or is affected by that output." (Bryson) Some may argue this definition could include such stakeholders as "taxpayers" and "Congress." Granted, on a macro scale these stakeholders can and do influence the detailing process. However, to reasonably manage the stakeholder map, only key stakeholders, those directly affected by the detailing process, are reviewed. A map of those key stakeholders affecting the detailing process is presented followed by a review of each stakeholder's "stake" or interest in the detailing process, and finally mandates that control these stakeholders are considered.

Identifying the key stakeholders reveals which players have a genuine interest in the detailing process. The stakeholder may either easily affect the process or may be affected by the process. This indicates which stakeholders would be most concerned about or affected by any changes to the detailing process. To be effective, any changes to the detailing process must account for stakeholders' concerns. (Simon)

The main detailing process objective, from the stakeholders' perspectives, is assigning personnel efficiently. Efficiency is optimized by properly balancing Navy's needs with Sailors' desires and refers to having the best trained personnel in key jobs. The detailing process directly and significantly affects balancing the Navy's readiness through efficiency and heavily influences retention and even recruitment.

B. STAKEHOLDER MAP

Groups, organizations, and personnel that immediately affect or are affected by the detailing process are depicted in Figure 3.1 below. Key stakeholders in the detailing process include:

The Chief of Naval Operations (CNO)

The Chief of Naval Personnel (CNP)

Manning Control Authorities (MCAs) for Commander in Chief, Atlantic Fleet (MCA-L); Commander in Chief, Pacific Fleet (MCA-P); Bureau of Personnel (MCA-B); and Commander, Naval Reserve Forces (MCA-R)

Enlisted Assignments Division (Pers-40) and Detailers

Enlisted Placement Management Center (EPMAC)

Sea/Shore Activities

Command Career Counselors

Sailors

Detailing Process Stakeholder Map

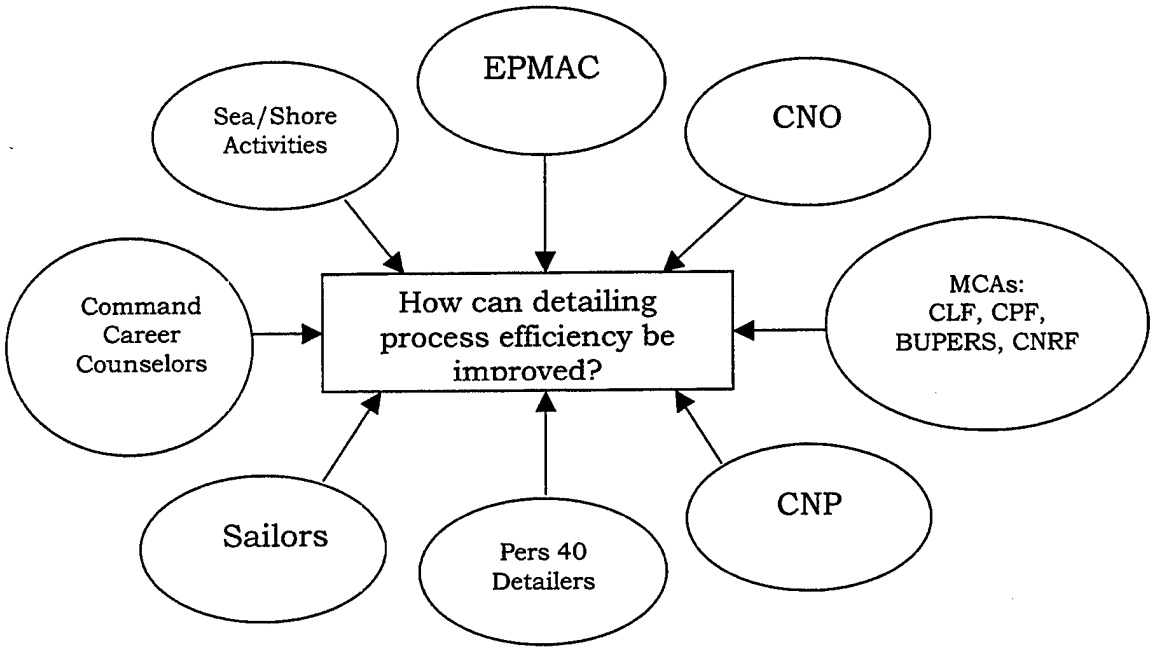


Figure 3.1

This stakeholder map eliminates traditional hierarchy, implying all parties affect detailing process efficiency. Some may not have as profound or immediate an impact on process efficiency, but each does affect detailing process efficiency to some extent.

C. STAKES

Individual stakeholders have different "stakes" or concerns about the detailing process concerning process efficiency improvements as listed below.

CNO

The CNO is concerned about detailing process efficiency, as he is responsible for supporting the National Security Strategy and accomplishing the Navy's mission. The Navy's mission is to "train and equip combat-ready Naval forces capable of winning wars, deterring aggression and maintaining freedom." (http://www.navy.mil) To this end, military capability depends on four elements:

> "Force Structure: The number, size, and composition of military units.
> Modernization: The technical sophistication of the forces, weapon systems, and equipment.
> Sustainability: The 'staying power' of the forces measured in days.
> Readiness: The immediate ability to execute a designated combat mission." (George 3)

To ensure that the Navy maintains its capabilities and accomplishes its mission, the CNO must take measures to ensure top quality personnel are recruited and retained. One venue to positively affect satisfaction and retention rates is through an efficient detailing process.

The CNO is responsible for meeting the Navy's end-strength goal on the last day of each fiscal year (30 September), currently set at 371,800 for FY00 and 372,000 for FY01. The Navy's personnel numbers must be within one percent above or one-half of one percent below this amount to comply with Congressionally mandated end strength

requirements. If the Navy is not within the allowable limits, the CNO must report to Congress why the Navy was not able to meet these requirements and what steps the Navy will take to ensure future compliance. (Hatch; Simon)

End strength consists of beginning strength (last year's end strength) plus gains (recruits) minus losses (attrites). (Hatch; Simon) Minimizing losses prevents wide fluctuations in personnel strength during the year, enhancing the probability of meeting end strength requirements. Increasing personnel satisfaction reduces attrites thereby minimizing losses. (ORC Macro) The CNO recognizes that enhancing the detailing process ensures personnel satisfaction and minimizes losses.

The CNO is genuinely concerned with portraying strong leadership as a method of encouraging retention. Strong leaders beget strength and loyalty from their subordinates. The examples set by the CNO fosters espirit-de-corps, dedication, and loyalty, all of which promote retention.

The CNO establishes priority manning for the Navy that must be considered above all other requisitions. This manning tool ensures "vital" mission accomplishment by keeping certain activities manned, even during personnel shortages. The CNO reestablishes Priority 1 and 2 manning levels annually. Priority 1 manning is vital to the highest national interests for an indefinite period of time. Priority 2 manning is essential to the national interest for a specified period of time.

Depending on the environmental situation, political climate, ongoing conflicts, foreign threat, and mission requirements, the CNO updates Priority 1 and 2 manning authorizations to ensure fleet readiness. CNO priorities are crucial because of the finite number of Navy personnel. Therefore, prioritizing manning at one activity may result in under manning at another activity.

The CNO significantly influences the detailing process since detailers must fill the Priority 1 and 2 billets first. Although detailers have some discretion in assigning personnel to billets, the CNO's priorities override other requisitions. The CNO promulgates policy guidance, but he has little, if any, direct access to the actual decision point (assigning faces to spaces) of the detailing process. For example, if there were ten requisitions to be filled, the first two may be CNO priority requisitions. At the end of the day, the detailer may have filled eight of them. The top two requisitions (the CNO priorities) may still be available because none of the eight Sailors were a proper match for the CNO priority requisitions. All things being equal, the CNO priority requisitions should outweigh other requisitions, but detailers can employ personal discretion.

CNP

The Chief of Naval Personnel (CNP) promulgates distribution guidance based on the CNO's policies and national security strategy,

including retaining quality Sailors and accomplishing mission requirements. When R^4 Sailors are efficiently matched to jobs, the Navy accomplishes its detailing mission; if they obtain desirable jobs, they are more inclined to reenlist. Like the CNO, the CNP is also concerned with obtaining the proper end strength numbers and keeps a watchful eye to properly manage those figures.

MCAs

The four Manning Control Authorities (MCAs) have a significant stake in the detailing process. They include Commander in Chief, U.S. Pacific Fleet (MCA-P); Commander in Chief, U.S. Atlantic Fleet (MCA-L); Bureau of Naval Personnel (MCA-B); and Commander, Naval Reserve Forces (MCA-R). According to the CNO guidelines in OPNAVINST 1000.16J, MCAs develop manning level priorities within their area of responsibility. Each may establish Priority 3 manning requirements, which increases manning above normal levels for specific mission accomplishment. Priority 3 requisitions have a higher priority than other requisitions but fall below CNO Priority 1 and 2 requisitions.

The MCAs are also concerned about supporting the Navy's wartime mission. They want R^4 Sailors assigned to the appropriate command to maximize mission objectives. MCAs work to avoid situations in which ships deploy without all authorized personnel. In February 1995 the USS Independence (CV-62) required 75 specialists from other ships just

to meet combat readiness standards allowing deployment. (Peniston) These required billets should have received Priority 3 ratings to ensure the ship deployed as scheduled with all necessary personnel.

Each MCA has a unique method of assigning requisition priorities. The MCAs may determine within their area of responsibility how to prioritize the requisitions after CNO Priorities have been established. Requisition priority is based on many factors including activity manning percentages, requisition fill date, activity deployment schedule, and requisition duty type. The MCA prioritization process is important as Priority 3 requisitions determine which activities receive critical manning by priority.

In their prioritization method, MCA-P uses take-up-month (TUM) to determine requisition priority. TUM is the date the billet is actually available to fill, and is projected nine months in advance. Billets that need to be filled are filled with shorter suspenses taking priority.

For MCA-L, CNO Priority 1 and 2 activities appear at the top of the requisition. The TUM (current through projected five months rate highest), employment, and employment month, further define the requisition.

For MCA-B and MCA-R, CNO Priority is the driving force with TUM further refining the requisitions. Requisitions for a CNO Priority 1

activity that have a TUM projected in nine months will have a higher requisition number than a CNO Priority 2 billet with a current TUM.

EPMAC

Although the Enlisted Placement Management Center (EPMAC) details non-designated personnel E3 and below, this stakeholder discussion only considers EPMAC's action as a placement coordinator and quality assurance manager for the detailing process. EPMAC develops the Navy Manning Plan (NMP) for each activity, which considers CNO Pri 1/2 and MCA Pri 3 input. EPMAC is concerned that the command receives the right Sailor with the proper occupational skills at the right time and has order approval authority for all personnel E6 and above. This balancing mechanism ensures that R^4 Sailors are assigned efficiently and that commands receive qualified personnel. When commands receive R^4 Sailors, the Navy's operational readiness ameliorates. Thus, EPMAC is committed to enhancing the Navy's readiness in accordance with CNO and MCA priorities.

Sea/Shore Activities

Navy activities are concerned about accomplishing their assigned Required Operational Capabilities/Projected Operational Environments (ROC/POE) or Missions, Functions, and Tasks (MFT). Meeting these objectives requires the right Sailor with the proper occupational skills on

time. Thus, an activity's stake in the detailing process is that it efficiently assigns R^4 Sailors.

Activities are concerned about retention. In the wake of the 1990's drawdown, retention lost its luster as the Navy drastically reduced its forces. Now, with the quickly forgotten drawdown and favorable economic conditions, retention is in the forefront of Navy concerns. Commands concentrating on retaining quality Sailors recognize the detailing process can genuinely make a difference in retention rates.

PERS-40/Detailers

The Enlisted Assignments Division (Pers-40) and the detailers are responsible for assigning designated personnel, E4 and above. Pers-40 and the detailers are primarily concerned with matching R^4 Sailors to prioritized requisitions and strive to maximize Sailors' satisfaction within requisition constraints.

Cognizant of the Navy's retention battle, Pers-40 and detailers try to boost morale, giving Sailors their desired assignments when possible. Detailers are aware that personnel satisfied with the detailing process are likely to reenlist.

Pers-40 and the detailers monitor the Permanent Change of Station (PCS) costs of the detailing process. Although PCS costs rarely solely determine whether a Sailor obtains desired orders, detailers are aware of limited PCS funds and attempt to minimize them. If two

qualified Sailors compete for the same billet, the detailer might chose the individual stationed on that same coast rather than moving a Sailor across country.

Detailers are also concerned about their job performance and want to be highly regarded for professional integrity and service by their constituents and their chain of command. Since detailers receive annual evaluations on their performance, affecting their career progression, detailers want to perform well. Since detailers' evaluations are subjective, this desire is an intangible concern that motivates detailers.

Detailers are further concerned about EPMAC's quality assurance check. They do not want to have constituents' orders rejected by EPMAC as rejections are time-consuming and promote resentment from Sailors no longer receiving originally negotiated orders. EPMAC's rejection may be considered a personal attack on detailer performance.

CCCs

Command Career Counselors (CCCs) are designated personnel within the activity who advise and assist Sailors with career progression. CCCs receive four weeks of intensive training at the Command Career Counselor Course (A-501-0011) where they are awarded the Naval Enlisted Classification (NEC) code 9588. This course teaches CCCs how to properly advise Sailors about Navy career opportunities, specifically

retention, retirement, and advancement issues. CCCs are regarded as the command's resident expert on Sailors' career options.

Evaluated according to their assistance and support of Sailors, CCCs strengthen the command's retention efforts. Although administratively assigned elsewhere, CCCs work directly for, and are evaluated by the commanding officer/executive officer in the performance of their assigned career counseling duties. CCCs are the commanding officer's primary source of career information expertise. They also organize, manage, and train the command's retention team and supervisors.

CCCs support the Navy-wide recruiting and retention efforts to attract and retain only the best-qualified personnel to meet the Navy's future needs. They are primarily concerned with the retention of quality personnel at the unit level. CCCs monitor, evaluate, and recognize command career information and ensure Sailors realize their full potential.

CCCs support Sailors' career progression by providing career information and assistance through various means within the command. The Command Retention Team, Career Information Training Course (CITC), commissioning opportunities, and Plan of the Week (POW) notes are some of the ways in which CCCs promulgate career information. CCCs hold Professional Development Boards (PDBs) and Career Review

Boards (CRBs), which ensure the opportunity for optimal professional development, both technically and militarily, of all enlisted personnel. These boards are held at least annually for each member, directly contribute to improved unit readiness, individual upward mobility, job satisfaction, and ultimately the retention of better-qualified personnel.

CCCs also assist Sailors with JASS usage and detailer communication when necessary. The feature that Sailors like most about JASS is being able to view jobs on line, which they can do without any assistance through View-only JASS. However, applying for jobs, Sailors depend on the CCCs for assistance as the only individuals with authorized access to the application process. (Andrade; Burlingame)

Although the CCCs are highly trained on general career information and promotion opportunities, including commissioning programs, they are relatively uninformed about the career paths of individual ratings. This could be due to the numerous Navy personnel ratings – approximately 90. Therefore, CCCs direct personnel with specific career path questions to the senior rating member, usually an E7-E9 with over ten years of Naval service. (Andrade)

Current detailing process automation provides valuable opportunities for Sailors to access traditionally unattainable information. Further automation including a web-based detailing system promises to continue empowering Sailors promoting greater reassignment

satisfaction. Introducing a web-based detailing process will increase the importance of the Command Career Counselors' role. A web-based detailing process would likely reduce the number of detailers, restricting detailer ability to counsel Sailors on career opportunities. The need for career counseling will not cease with the decline in detailers; therefore, career counseling for each rating at the command will continually shift from detailers to CCCs.

If CCCs are to provide specific career information concerning each individual rating, additional CCC training is required. Developing schoolhouses that teach rating-specific career paths will ensure CCCs can offer career advice Sailors require.

Sailors

Sailors are concerned with the detailing process because they seek billets that fulfill both their professional and personal preferences. Some Sailors still possess the desire to serve this country and the Navy without regard for their personal needs; however, these Sailors are few. Although they have little control over the detailing process itself, Sailors communicate that the detailing process should be fair and timely. These subjective traits are obviously based on Sailors' perceptions, whether or not reality. Although quantifying fairness and timeliness is difficult, Sailors speak out when they feel the process is neither fair nor timely.

D. MANDATES

The CNO and CNP disseminate the majority of policies affecting the Enlisted Distribution System, including the detailing process. They receive guidance from the Secretary of the Navy, Secretary of Defense, and Congress regarding national security strategy and their policies and procedures are based on this guidance.

As the senior Naval officer, the Chief of Naval Operations (CNO) sets policy guidelines for the Navy based on the Secretary of the Navy's directives and Congressional mandates. The CNO promulgates the Manual of Navy Total Force Manpower Policies and Procedures (OPNAVINST 1000.16 series) providing policy and procedures that develop, review, approve, and implement total force manpower requirements and authorizations for naval activities. It establishes policy guidelines for the allocation, placement, and assignment phases of the Enlisted Distribution System.

The Enlisted Transfer Manual (NAVPERS 15909G) also controls stakeholders' actions by providing direction for the allocation, placement, and assignment of enlisted personnel under the Chief of Naval Personnel's cognizance. The Enlisted Transfer Manual specifically addresses the detailing process, promulgating guidelines such as sea/shore rotation, security limitations, and assignment factors. It also

covers Limited Duty (LIMDU) restrictions, Exceptional Family Member (EFM) program, Humanitarian Assignments (HUMS), and overseas service. The Enlisted Transfer Manual dominates the detailing process.

Another directive that controls stakeholders in the detailing process is the Naval Military Personnel Manual (MILPERSMAN). This manual, promulgated by the CNP, provides direction to all Naval personnel regarding myriad personnel issues. The MILPERSMAN affects detailing process management by setting policy on numerous issues including Pay/Personnel Administrative Support System (PASS), reenlistments, types of duty, promotion guidelines, family support, administrative separations, standards of conduct, and legal matters.

The CNP addresses EPMAC's mission in the instruction, Mission and Functions of the Enlisted Placement Management Center (EPMAC), New Orleans, LA (BUPERSINST 5450.34C). EPMAC must accomplish such tasks as developing, maintaining, evaluating, and revising the Navy Manning Plan (NMP) as well as providing centralized distribution and assignment control of all non-designated personnel. There is also an agreement letter between Pers-40, EPMAC, and MCA-R authorizing EPMAC assignment approval for personnel E6 and above. The MCA-P and MCA-L have jointly agreed in a letter to EPMAC regarding the enlisted placement policy for their individual areas of responsibility. These agreements among key stakeholders affect the detailing process.

The Enlisted Distribution Verification Report (EDVR), distributed by EPMAC, is an informative monthly statement of an activity's enlisted personnel account. It provides valuable information including present and future manning status by rate, rating, and NEC for an activity. The EDVR is an important reference for communicating manning status among EPMAC, an activity, and its MCA.

The Command Career Counselors use the Retention Team Manual (NAVPERS 15878H) to help retain "top quality personnel in proper balance and required numbers." The Retention Team at each command is implemented to:

- Provide continuing career guidance
- Increase awareness of Navy opportunities
- Encourage separating members to actively participate in the Naval Reserve
- Develop "Navy ambassadors" for the civilian community
- Motivate Sailors to involve their chain of command in career decisions

Through the Retention Team Manual, the CCCs are charged with implementing their organization's Navy Career Information Program designed to ensure all Sailors receive adequate, timely career information, facilitating sound career decisions. The Retention Team Manual covers important issues including pay, allowances and entitlements, military health system, Career Reenlistment Objectives (CREO), Selective Reenlistment Bonus (SRB) Program, incentive programs, overseas assignment suitability screening, education

programs, Fleet Reserve, retirement, survivor benefits, Transition Assistance Management Program (TAMP), Veterans benefits, advancements, and commissioning programs. These vital programs can positively influence the detailing process and enhance the Navy's retention rates.

Another directive influencing the detailing process is the Navy Enlisted Occupational Standards (NAVPERS 18068F Volume I). This manual describes the scope of training and general apprenticeship requirements for all ratings within the Navy. Ratings are approved by the Secretary of the Navy, but the CNP is charged with implementing standards for those rates. This valuable tool describes what training and objectives Sailors in a particular rating need to accomplish for a successful Navy career. It is used for enlisted personnel planning, procurement, training, promotion, distribution, assignment, and mobilization. (NAVPERS 18068F Volume I, 1)

The Navy Enlisted Classifications (NEC) Manual (NAVPERS 18068F Volume II), promulgated by CNP, is also of key importance to the detailing process. This manual describes the various occupational skills that exist within the enlisted rating structure. It facilitates enlisted skills management by "identifying billets and personnel and enhancing efficient use of personnel in distribution and detailing." (NAVPERS 18068F

Volume II, 1) The instructions that significantly affect the detailing process are listed in Figure 3.2 below.

Influential Detailing Process Mandates

Directive	Title	Promulgator
OPNAVINST 1000.16J	Manual of Navy Total Force Manpower Policies and Procedures	CNO
NAVPERS 15909G	Enlisted Transfer Manual	CNP
MILPERSMAN	Naval Military Personnel Manual	CNP
BUPERSINST 5450.34C	Mission and Functions of Enlisted Placement Management Center (EPMAC), New Orleans, LA	CNP
EDVR	Enlisted Distribution Verification Report	EPMAC
NAVPERS 15878H	Retention Team Manual	CNP
NAVPERS 18068F Volume I	Navy Enlisted Occupational Standards	CNP
NAVPERS 18068F Volume II	Navy Enlisted Classifications (NEC) Manual	CNP

Figure 3.2

E. SUMMARY

Identifying key stakeholders reveals which groups would be most affected by any changes to the detailing process. Considering the stakeholders' "stakes" or concerns about the current detailing process has implications for improving the detailing process efficiency. Stakeholders are concerned about the detailing process from their own perspective. This indicates what filters they have and why they play the

roles they do in the detailing process. Knowing and understanding these "stakes" reveals what consideration any changes to the detailing process must include.

Reviewing the mandates that control the stakeholders indicates which policies and procedures are important to and required by the current detailing process. These policies and procedures should be carefully considered to identify what changes could be made to improve the detailing process efficiency.

IV. METHODOLOGY AND FINDINGS BACKGROUND

A. BACKGROUND

Dr. William R. Gates and Dr. Mark Nissen, from the Naval Postgraduate School, are researching possibilities of using web-based detailing for the United States Navy enlisted personnel. This thesis explores the current opinions and problems regarding the existing detailing system and presents options for a proposed web based detailing system. In this pursuit, specific characteristics of the current detailing process must be identified and analyzed. Instead of the Navy's current centralized, hierarchical labor market, which matches enlisted Sailors to jobs, the proposed detailing alternative uses web-based markets and intelligent agents to help improve equity and efficiency in the job-matching process.

Identifying the current detailing process required researching the Enlisted Transfer Manual, the Manual of Navy Total Force Manpower Policies and Procedures, and numerous presentations regarding the Navy's Enlisted Distribution System (EDS). This system is one small portion of the Navy's overall Manpower, Personnel, and Training (MPT) enterprise. A synopsis of the EDS with an emphasis on the current assignment process was presented in Chapter Two.

After describing the detailing process, the next step sought reactions to the Navy's management of this process through written surveys. Opinion Research Corporation (ORC) Macro, who develops research-based solutions to complex problems, conducted an informative survey between December 1999 and May 2000. (ORC Macro) It identified potential customer service improvements for the detailing process and evaluated the detailers' satisfaction level with internal department operations. ORC Macro surveyed all 294 detailers in December 1999 regarding the following five areas: perceptions of Sailor satisfaction, important customer service issues, service provided by others, the service environment, and respondent demographics. During April and May 2000, ORC Macro organized an online survey of 1,936 Sailors to assess their expectations during the detailing process. (ORC Macro)

Other useful tools include the Navy-wide Personnel Survey (NPS) Management Reports, which analyze personnel surveys designed to assess trends in personnel attitudes. Beginning in 1990, approximately four percent of enlisted personnel were surveyed annually regarding the four broad areas: detailing and assignment, quality of life, organizational climate, and health issues. Results formed the basis of this thesis. (Kantor 1990-1996; Kantor 1990-1997; Kantor 1996; Olmsted)

In addition to these reports and surveys, 89 out of 294 detailers responded to a tailored personnel survey conducted during October 2000 as part of this research; the survey template is included as Appendix 2. (Detailer Questionnaires) This survey assessed the effectiveness and efficiency of the current enlisted detailing process and determined implications for an electronic based detailing process.

Finally, several personal interviews between the author and detailers from various ratings, Bureau of Naval Personnel (BUPERS) administrative representatives, and Navy Personnel Research, Studies, and Technology (NPRST) research analysts provided additional details. These informative discussions provided the basis for the assessment, conclusions, and recommendations in this thesis.

B. INTRODUCTION

This chapter presents findings of overall process efficiency, effectiveness, and pathology within the enlisted detailing process. Efficiency and effectiveness refer to the detailing objective to properly balance the Navy's needs with the Sailors' desires. Efficiency specifically refers to having appropriately trained personnel in key jobs. There are two sides to efficiency: supply and demand. Supply efficiency concerns the Sailors who are supplying the labor to the commands. It refers to assigning personnel to jobs that are best suited to the Sailors'

preferences, which are discussed in the next section. On the other hand, demand efficiency involves commands that demand the labor or Sailors. Demand efficiency implies that the commands receive properly trained Sailors when needed, also discussed in the next section. The ideal situation would perfectly match the Sailors' desires (supply efficiency) to the commands' needs (demand efficiency). The Navy tries to balance this difficult feat as equitably as possible. Efficiency ultimately relates to maintaining the Navy's fleet readiness goals. When properly trained Sailors occupy the right jobs, the Navy as a whole operates efficiently.

Effectiveness refers to the detailing process timeliness. When Sailors occupy jobs at the right time, the process is operating effectively. When the reassignment process is timely, then it is effective. Sailors reach detailers quickly when negotiating for orders; requisition priorities are being met; the detailing process quickly adjusts to changes; and Sailors receive their orders promptly. Sailors are satisfied in an effective detailing process, and satisfied Sailors are more likely to reenlist, thereby enhancing the Navy's retention goals. Thus, the detailing process can directly and significantly affect balancing the Navy's readiness through efficiency and the Navy's retention goals through effectiveness.

Pathology within the enlisted detailing process refers to those conditions or areas that contribute to the Navy's failure to achieve efficiency and effectiveness goals. Identifying and eliminating the

pathology within the detailing system ensures the enlisted detailing process accomplishes its mission – to optimize fleet readiness and maximize Sailors' desires.

Within this chapter, the Sailors' and commands' perspectives are initially presented. Then, appropriate examples of efficiency and effectiveness that meet the Navy's objectives are discussed. Finally, the pathology within the detailing process is identified for further analysis and recommendations in this thesis.

ORC Macro identified the ideal cycle of service for Sailors' reassignment, which is depicted in Figure 4.1 below. The detailing process starts when the need arises to fill a requisition. Fives phases occur to satisfy that need. The Sailor contacts the detailer, consults with the detailer, applies for the billet, receives formal orders, and makes modifications if necessary.

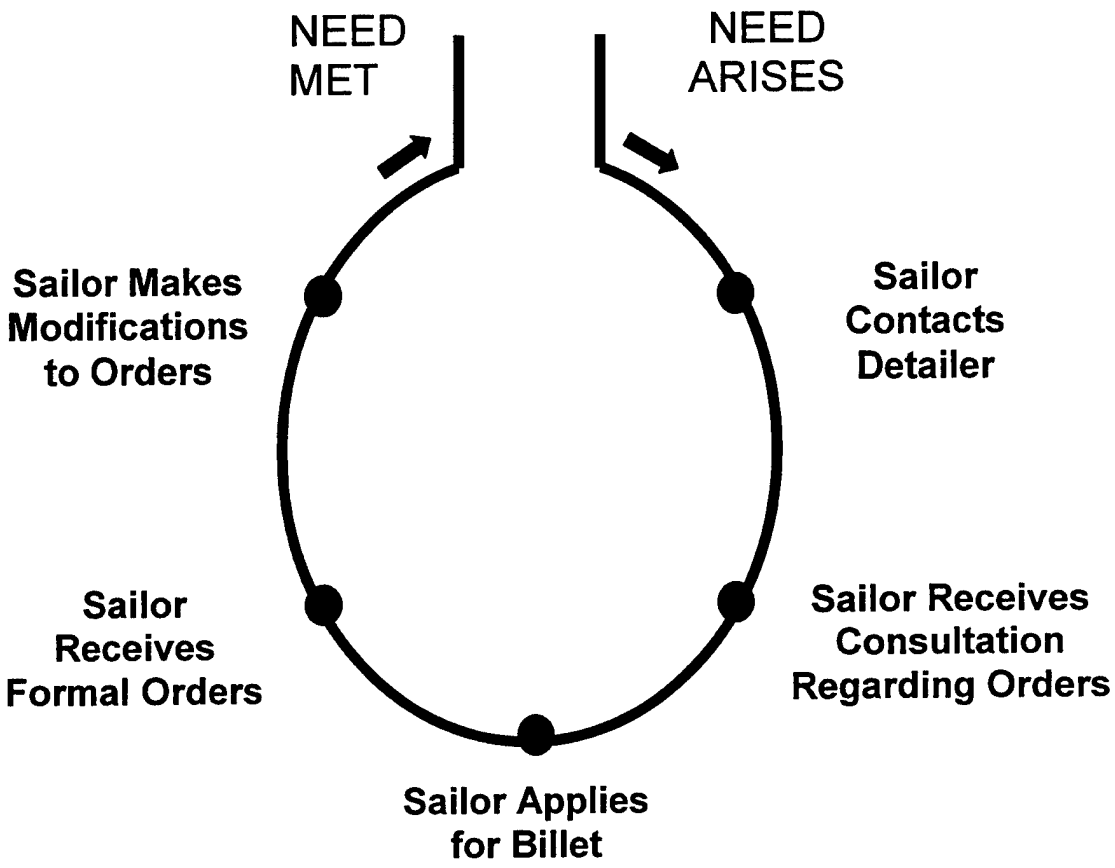


Figure 4.1
From: ORC Macro PowerPoint Brief, 2 May 2000

Unfortunately, a number of factors potentially disrupt the flow within the detailing process. It is the disruption of flow or "pathology" that is the focus of this investigation. The ultimate objective is to determine potential improvement areas and to provide insights for further process refinement. Therefore, this chapter focuses on pathology findings, dividing them into four basic categories: policy and procedure

issues, information systems concerns, career counseling matters, and detailer considerations. Findings are presented below while analysis of and recommendations for these findings are proferred in chapters four and five respectively.

C. SAILORS' AND COMMANDS' PREFERENCES

Sailors and commands have individual concerns and preferences during the assignment process. This leads to the detailers' difficult task of balancing the Sailors' desires with the commands' (Navy's) needs efficiently and effectively. Each group's concerns are presented followed by the successful qualities and pathology of the detailing process.

1. Sailors' Preferences

Interestingly, detailers generally believe that Sailors' satisfaction occurs only when they receive desired orders to a particular billet or location. ORC Macro's survey discovered that, contrary to many detailers' expectations, the detailing process itself affects Sailor satisfaction more often than the actual orders assigned. This significant finding indicates detailers can influence their reputation through honest, professional, courteous communication. (ORC Macro) Sailors understand the preeminence of the Navy's mission accomplishment and therefore can accept assignments different than those desired or expected. However, Sailors want to be treated as a valuable commodity

instead of just a body filling a billet or a name removing the requisition. Sailors value a sense of equity and responsiveness in the actual detailing process. One Sailor's direct survey comment states:

> "They need to realize that what they do is of major importance to every sailor. They are determining where we will live and work for the next few years... I realize that we can't get stationed where we want all of the time. But... I would never treat someone the way I have always been treated by the detailers." (ORC Macro 33)

Sailors desire respect and consideration from detailers during the assignment process. Sailors also appreciate detailers' honesty and positive attitude. Detailers reveal or fail to reveal these characteristics during the first phase of the reassignment process when the Sailor contacts the detailer. Attributes that Sailors appreciate are presented in Figure 4.2 below.

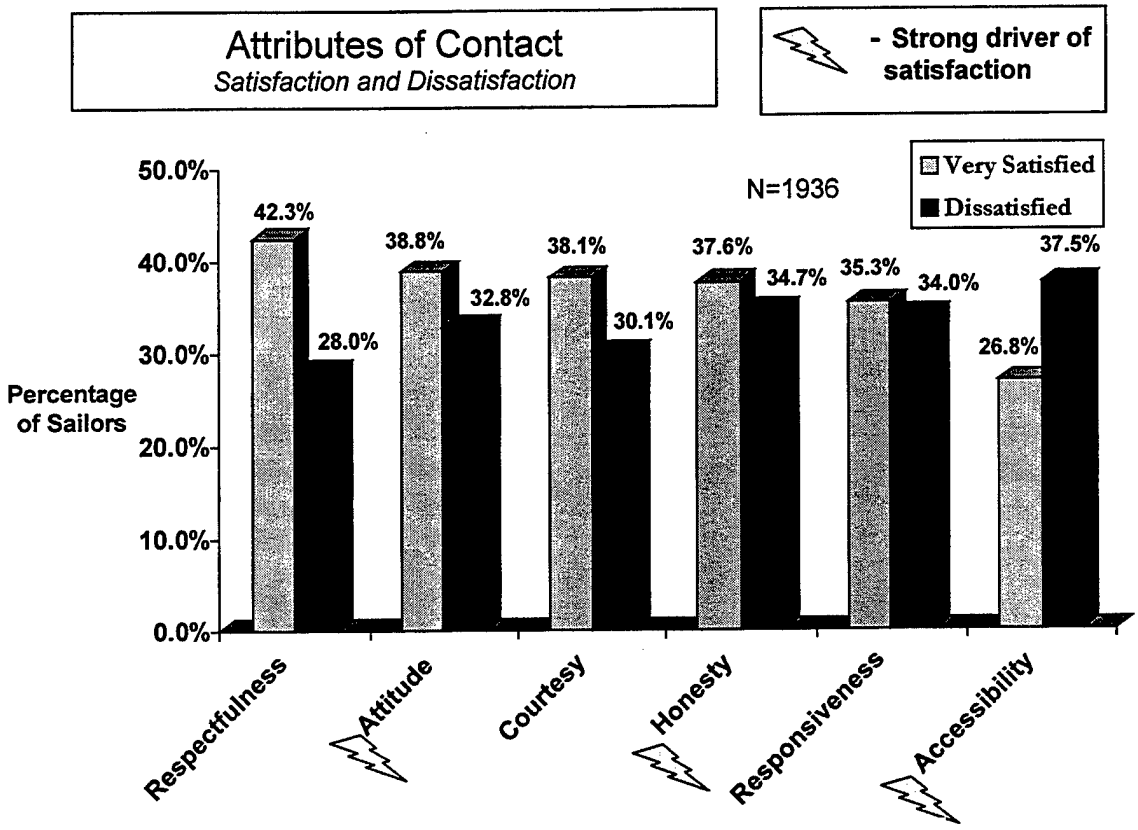


Figure 4.2
After: ORC Macro PowerPoint Brief, 8 May 2000

During the consultation phase of the assignment process, Sailors consider detailer communication successful when: 1) Sailors have input to the process, 2) there are several job options, 3) the detailer has desired information available, and 4) the detailer balances their requests with the Navy's needs. One Sailor complains "I just wish I could have gotten something remotely close to what I wanted, instead of being given two choices that were not what I was looking for and being told to pick one." Sailors' reactions to each of these appear in Figure 4.3 below. Strong

satisfaction correlation occurs when detailers have requested information and balance Sailors' desires with the Navy's needs.

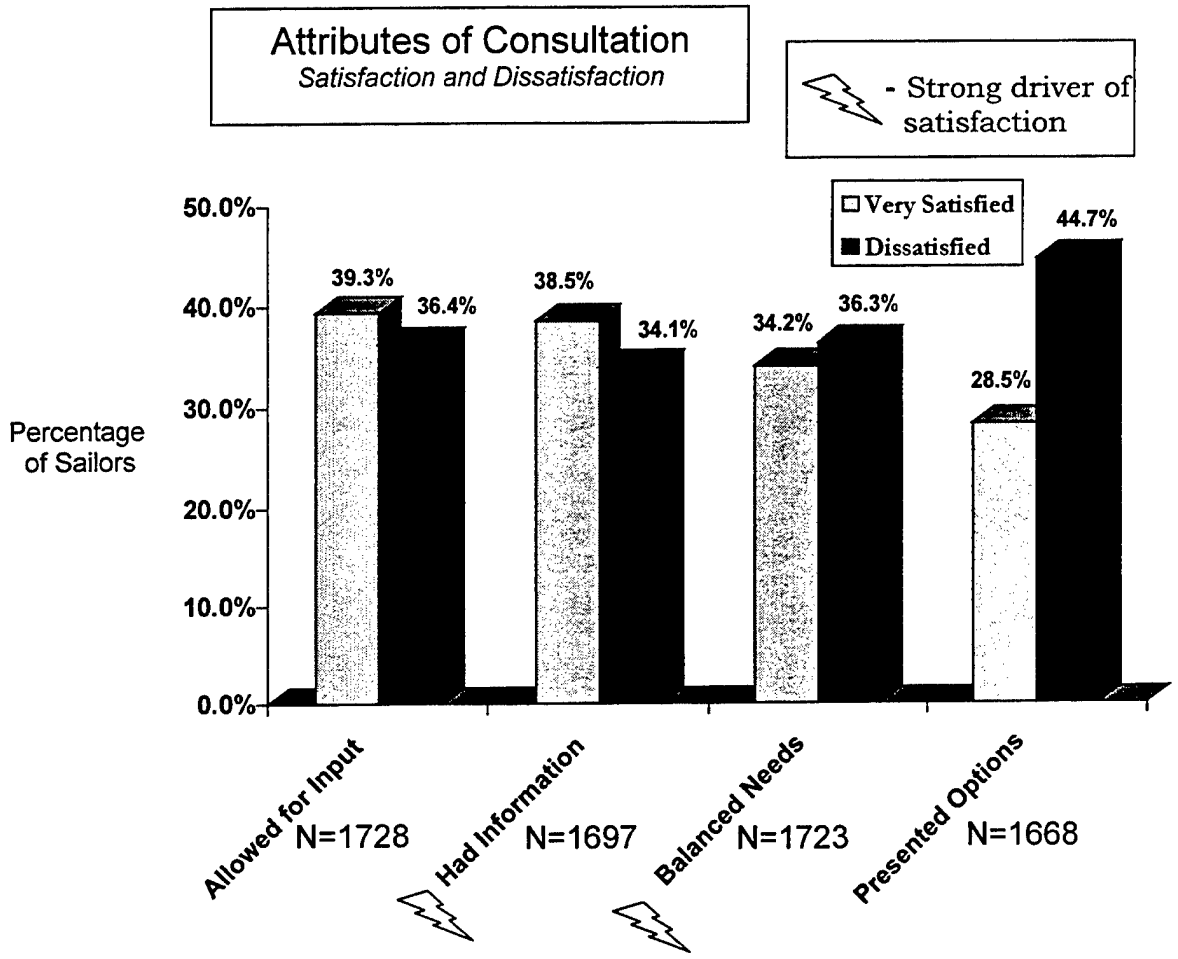


Figure 4.3
After: ORC Macro PowerPoint Brief, 8 May 2000

When Sailors apply for billets in the third phase of the assignment process, they expect timely answers, explanations, and orders. After applying for a job, Sailors want to know as soon as possible whether or not they have been selected for the billet. If their billet application is

rejected, Sailors need to know why they were not selected and what they should do to obtain a desirable job. Once selected for a posted billet, Sailors want timely order processing. They want accurate orders complete with all pertinent details (i.e. transfer month, leave authorized, training included, etc.). Figure 4.4 reveals strong drivers of satisfaction with the application process.

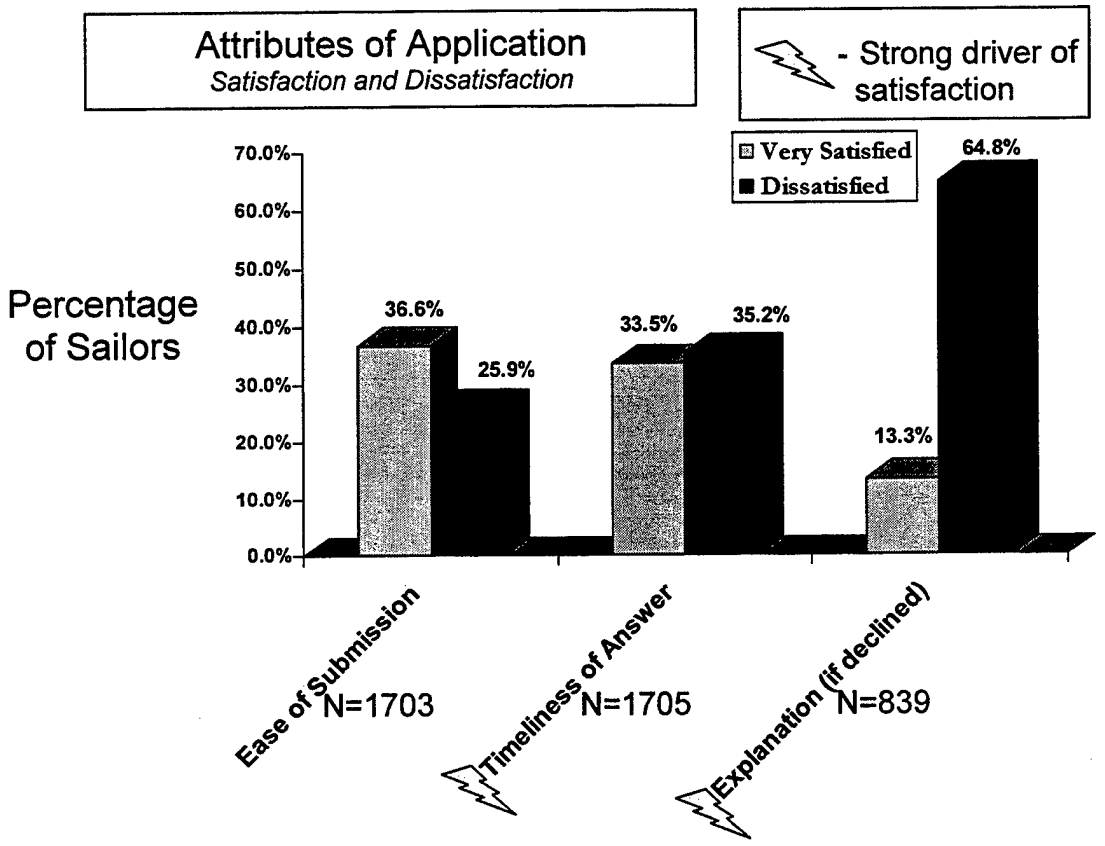


Figure 4.4
After: ORC Macro PowerPoint Brief, 8 May 2000

When receiving formal orders, the fourth step in the reassignment cycle, Sailors want timely, accurate orders. Evidence suggests the timely

receipt of orders following the application process is important to Sailors and directly contributes to high satisfaction. When orders are as expected and contain accurate personal information, Sailors are also highly satisfied. Sailors' reactions to receipt of orders are presented in Figure 4.5.

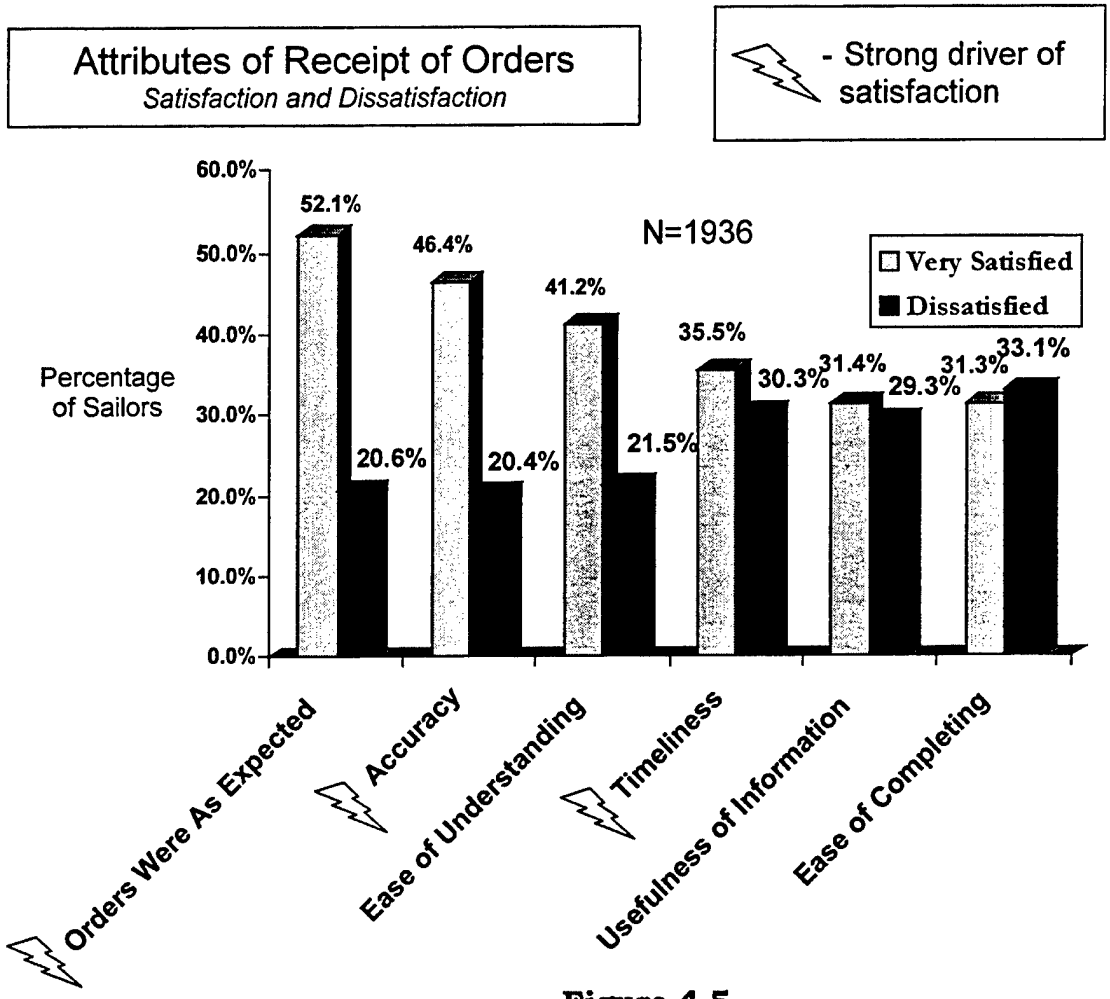


Figure 4.5
After: ORC Macro PowerPoint Brief, 8 May 2000

Order modifications generally occur only if initial orders were incomplete or inaccurate, such as insufficient dependent information. When order modifications are necessary, Sailors appreciate helpful detailers and efficient order modification processing. One Sailor complained "my order modification took six weeks to get to me, when my detailer had told my warrant officer that he would have them out by the end of the week." (ORC Macro) Reactions to the order modification step of the reassignment process are presented in Figure 4.6 below.

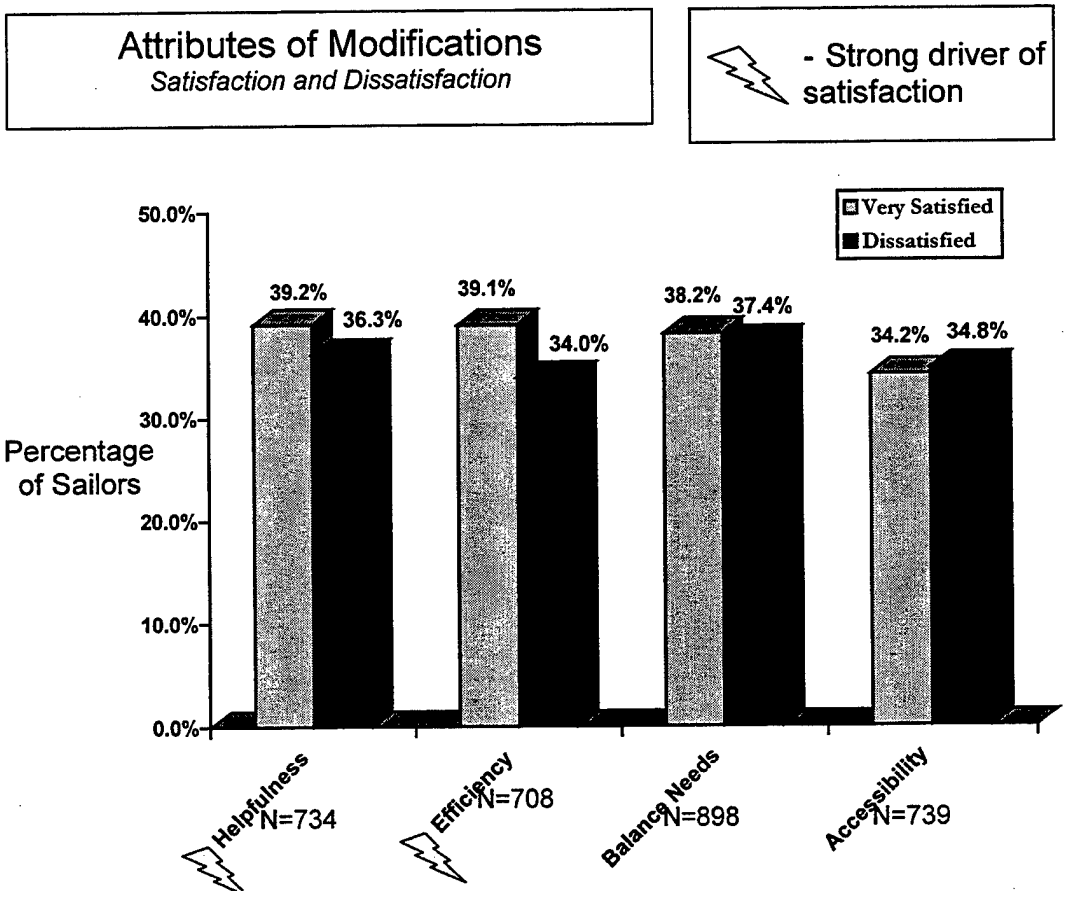


Figure 4.6
After: ORC Macro PowerPoint Brief, 8 May 2000

Sailors are most concerned with the job assignment's geographic location. Often Sailors are trying to meet family needs when requesting a specific geographic location. This is an important consideration with 72 percent of the enlisted force married and 57 percent with dependents. (Olmsted 1998) The spouse may have a budding career that needs stability, or their children may be attending excellent schools. Likewise, they may have recently purchased a home in the area. Dual military couples, especially those involving different services, present an extremely difficult detailing challenge. Stabilizing family members and facilitating home ownership may not be directly service related yet are major concerns that must be considered during duty assignment selection.

Transfer date, or Estimated Date of Detachment (EDD), is also important to Sailors. They prefer not to move children in the middle of the school year. Their spouse may have to give resignation notification or arrange an office transfer. Selling or renting the family home requires ample planning. If the Sailor and/or family members are moving overseas, they need additional preparation and leave time. In the 1998 Navy-wide Personnel Survey (NPS), 40 percent of enlisted personnel received their orders at least 90 days before their Projected Rotation Date

(PRD), and 79 percent were content with this much preparation time. (Olmsted 1998)

Sailors are also concerned about the actual job responsibilities and career development opportunities that jobs offer. Only 42 percent of Sailors are satisfied with their career development in the Navy. (Olmsted 1998) Because of programming and data entry errors, JASS may offer inaccurate or inadequate job descriptions forcing Sailors to seek answers to questions through alternative means. This "unofficial" information is usually biased in some way, as it often includes other service members' second-hand accounts. (Detailer Questionnaires) This misinformation may dissuade Sailors from accepting jobs that could potentially fit their personal and professional goals as well as perfectly meet the Navy's needs. Conversely, it may persuade Sailors to take jobs that are ill suited to their personality and skills.

Sailors also carefully consider the type of duty being offered during a particular assignment. Jobs may be classified as either shore or sea duty and Continental U.S. (CONUS) or overseas duty, and although not as crucial as duty location, duty-type significantly influences assignment preference. Generally, Sailors rotate between sea duty and shore duty, but some choose consecutive sea duty or consecutive overseas tours within policy guidelines. These policy alterations further complicate detailing process management. Now, instead of just competing against

other Sailors on shore duty that want to go to sea, shore-based Sailors also compete against the Sailors wanting back-to-back sea duty. Lack of sea duty can be detrimental to Sailors' careers, especially for sea-intensive ratings. Thus, receiving career-enhancing duty types at the appropriate time is important for the Sailors and requires significant detailers' consideration.

Some Sailors place significant value on schools or training available en route to their new duty station. Additional training provides Sailors diverse skills resulting in a broader range of follow-on job opportunities. With limited budgets, elective training is not always feasible, even though it may benefit the Sailor. If one Sailor already possesses the posted billet's required skills and is in the transfer window, it is not economical for the Navy to train another Sailor. (Detailer Questionnaires; Olmsted 1998)

Indeed, Sailors' preferences can include factors other than those previously listed. For example, Sailors may prefer a particular command because they have previously worked with the Commanding Officer and want another opportunity to serve that officer. Other Sailors may prefer a particular ship class because that is the type with which they are most familiar. Different Sailors have different reasons for choosing the jobs they want, but each important personal preference affects the detailing process.

If Sailors' preferences are considered during the assignment process, the Navy can expect stronger dedication and improved performance, which could lead to improved readiness. Sailors have priorities for their preferences or values and believe those should be balanced equitably vis-à-vis the Navy's needs. Supporting Sailors' desires leads to supply efficiency; it must be reconciled with demand efficiency, which involves commands' preferences as discussed next.

2. Commands' Preferences

"Command," for purposes of this thesis, refers to any sea or shore activity in the Navy; therefore, "command" and "activity" will be used interchangeably. Commands' preferences refer to the Navy's needs. Supporting commands' needs leads to demand efficiency and is an important aspect to consider when evaluating the overall efficiency of the detailing process.

Commands are primarily concerned with receiving the right Sailor with the appropriate occupational skills required by the billet. If activities do not receive properly trained Sailors, their readiness, productivity, and mission accomplishment wane. When Sailors arrive at an activity without the proper occupational training and skills, commands bear the extra burden of training them on the job (OJT) or with scarce activity funds. Otherwise, ill-prepared individuals fill key

command position leading to operating inefficiencies and reduced readiness.

Commands are also concerned with receiving a properly trained Sailor at the right time. Although the Navy is not funded to allow personnel turnovers, vacant or "gapped" billets undoubtedly reduce commands' productivity and mission accomplishment. Fleet commands need all required Sailors before embarking on a six-month cruise to ensure all hands are properly trained and familiar with the ships' operational objectives. Receiving a Sailor in the middle of a six-month cruise is detrimental to the ships' readiness as well as demoralizing to the Sailor. Hence, fleet activities nearing their deployment date generally have higher prioritized billets for detailers to fill. Receiving properly trained Sailors at the right time is imperative to demand efficiency.

D. SUCCESSFUL QUALITIES OF THE CURRENT DETAILING PROCESS

Ultimately, the current detailing process accomplishes its mission: assigning Sailors to billets. However, it may do so without optimizing efficiency or effectiveness. In today's fast-paced, computer-centric society, it is critical to match Sailors to jobs as efficiently and effectively as possible. Optimizing the Navy's needs while facilitating the Sailor's desires is imperative to attracting and retaining quality personnel.

BUPERS developed BUPERS ACCESS, a computer bulletin board system accessible through the Internet, to inform and communicate with Sailors. In BUPERS ACCESS, Sailors can use View-only JASS to see available jobs or obtain answers to Frequently Asked Questions (FAQs). Through BUPERS ACCESS, they may also electronically submit an Enlisted Personnel Action Request (NAVPERS Form 1306) indicating to detailers favored duty stations, ship types, or geographic locations.

Sailors have mixed reactions to BUPERS ACCESS. Many Sailors indicate that it is easy to use and provides them with desired information. However, confidence that BUPERS ACCESS simplifies detailer communication is currently waning. (Kantor 1990-1997) The problem is utilization; only 30 percent of enlisted personnel use BUPERS ACCESS and only five percent reported ever using JASS. (Kantor 1990-1996; Kantor 1990-1997; Kantor 1996) In 1998, BUPERS ACCESS users decreased slightly to 25 percent while JASS users almost doubled to 9.2 percent. (Olmsted 1998)

Undoubtedly, JASS benefits both detailers and Sailors. By batch processing requests, detailers have a larger pool of applicants from which to match qualified Sailors with high priority requisitions. Through JASS, detailers have a higher propensity to efficiently balance the Sailors' desires with the Navy's needs. JASS also empowers Sailors and helps level their playing field. Sailors view high priority requisitions online and

collect information regarding available job alternatives to make sound career decisions. JASS provides another venue for Sailors to choose preferred jobs and communicate with detailers. This system helps develop and sustain Sailors' careers while using their valuable, perishable skills to maintain adequate fleet readiness.

E. AREAS FOR PROCESS IMPROVEMENT

1. Policy and Procedure Issues

Detailers, especially supervisors, report that the detailing service process is burdensome due to bureaucracy, red tape, and excessive paperwork. For example, detailers complain that written orders take too long to reach Sailors. (ORC Macro) According to an order-processing specialist, the order writing process takes approximately two to seven working days, on average, from the time the detailer selects a Sailor to fill a particular job assignment until the orders are received by the fleet. (Taylor) Detailers further believe that they have to spend considerable time monitoring the Sailors' orders while being processed through the burdensome system.

Detailers complain about EPMAC's intervention in the assignment process, a relatively new initiative. EPMAC now has final approval for orders on all Sailors E6 and above, as described in Chapter Two. Once detailers have assigned orders, EPMAC reviews the more senior enlisted

assignments for quality of fit between Sailors ("faces") and fleet requirements ("spaces"). EPMAC effectively provides a "sanity check" on orders to ensure the fleet receives the Sailor it needs. EPMAC may disapprove orders when Sailors are assigned to billets that fail to fully employ their skills, when Sailors do not have the skills required for a particular billet, or when requisitions change priority (i.e. a ship's deployment schedule is accelerated). EPMAC may disapprove orders even if they exactly match the Sailors' preferences. This intervention impugns detailers' reputation and undermines their negotiations with constituents. (Detailer Questionnaires; Holden; O'Brien)

Volatile requisition priorities further complicate detailers' jobs. For example, during a given two-week requisition cycle one particular billet might be priority number five; in the next two-week cycle the same billet might increase to priority number one, or vice versa. To make matters worse, constantly changing policies further complicate detailers' tasks. (Detailer Questionnaires) Although these changes are necessary to ensure Sailors are assigned to commands with the greatest needs, they are frustrating for detailers to manage.

One complaint occurring throughout the Navy is that there are too many billets to fill and not enough bodies (inventory) to meet those requirements. Until retention and attrition stabilize, detailers are forced to manage billet shortages to the best of their ability, based on prioritized

requisitions. When making assignments, detailers try to ensure that they are spreading Sailors equitably across the four Manning Control Authorities (MCAs). For example, if detailers notice in a given rating that they have assigned 70 percent of Commander in Chief, Pacific Fleet's requirements, but only 60 percent of Commander in Chief, Atlantic Fleet's requirements, the detailer will send the next Sailor to the Atlantic Fleet, all things being equal. (Hatch; O'Brien) Commands further complicate the process when they insist that their billets require immediate attention, or when they insist on receiving a particular Sailor, regardless of the individual's qualifications or the Navy's best interests. Personnel shortages in most ratings, coupled with priority requisitions, leave Sailors complaining of limited job opportunities and overburdened assignments. (Detailer Questionnaires)

The Navy's homebasing initiative allows enlisted personnel to stay in one area for most or all of their careers without negative consequence. This provides Sailors more stability and saves the Navy money. However, it is challenging to repeatedly assign Sailors to the same geographic area since billets are finite, even in a geographically concentrated area. In the 1996 Navy-wide Personnel Survey (NPS), 71 percent of Sailors responded that homebasing was important to them. However, almost half (49%) believe that there is a conflict between homebasing and maintaining a competitive career path. Interestingly, the majority of Sailors (55%)

prefer various assignments in different locations throughout their careers and 47 percent would not be willing to serve a longer sea duty tour even if it meant they could stay in a specific geographic location for the majority of their tours. (Kantor 1996) Detailers attempt to honor homebasing requests but the Navy's needs have priority over the Sailors' desires. The Navy should strive to balance the homebasing policy with a viable career path.

In general, detailers are concerned about constituents' satisfaction and take necessary steps to ensure repeated success. (Detailer Questionnaires) Currently, however, there is no customer satisfaction mechanism to provide vital feedback about the Sailors' detailing experience. If dissatisfied with their assignment or the detailing process, Sailors' feedback may never reach detailers or Pers-40, in which case, there is no reason to improve the detailing process. Likewise, if satisfied with their orders or the process, detailers and Pers-40 will never realize how to continually repeat this process to maximize Sailors' satisfaction. (ORC Macro) Clearly, not enough attention is given to incorporating Sailor feedback into the process.

As previously referenced in "Sailor preferences," Sailors complain about long lead-time and inordinate wait times for orders. Policies, which allow untimely responses to Sailors desires, must be reviewed and rewritten as necessary.

Recognizing policy frustrations with the current assignment process is the first step to realizing solutions. Considering these described difficulties and incorporating their solutions into a new, improved assignment information system will also advocate both detailers' and Sailors' satisfaction.

2. Information System Concerns

Detailers reveal several assignment process inefficiencies. The Enlisted Assignment Information System (EAIS) is frequently inoperable due to network or connection errors, limiting the detailers' task accomplishment. Since the assignment process is extremely computer dependent, little is accomplished during system downtime. Furthermore, EAIS is an antiquated information system that is not user-friendly. EAIS screens (Figures 2.4 - 2.6) use complicated acronym shorthand instead of easy-to-identify icons. Moving around and between screens requires tabs, arrows, and keys instead of a simple mouse click. Stable, easy-to-use software would improve detailing efficiency and effectiveness.

EAIS screens depicting valuable Sailor data are frequently incorrect due to improper data entry or missing information. Navy Enlisted Classification (NECs) codes or warfare qualifications that Sailors have earned may not be reflected on the Member Data (MD) screen (Figure 2.8). Occasionally, the service member's marital status or number of dependents may not reflect the appropriate information.

These important factors must be updated as detailers base their decisions on information available through EAIS. For instance, if the MD screen (Figure 2.8) fails to reflect a Sailor's skills, the detailer may not consider the member for requested billets. By the same token, if the number of dependents is incorrect, the detailer may inappropriately assign Sailors overseas; by regulation, Sailors are ineligible for overseas duty when they have four or more dependents. (Enlisted Transfer Manual)

Some detailers also complain that JASS can complicate their tasks. The JASS and EAIS system incompatibilities account for many frustrations. After receiving Sailors' JASS applications, the detailer has to print out or write down each member's social security number (SSN) and then manually enter it into EAIS to properly screen the member for desired billets. Jockeying hundreds of names between EAIS and JASS is a time-consuming, laborious routine that can result in lost data and translation errors. (Detailer Questionnaires) Compatibility between the program's software is critical for interoperability and would significantly enhance the detailing process efficiency and effectiveness.

Although not incredibly difficult to use, some CCCs and Sailors experience difficulties completing job applications via JASS. CCCs are essential to accessing the JASS system and yet receive limited training on proper JASS usage. JASS has no formal training programs so CCCs

teach themselves basic interaction. (Andrade) Detailers who are better trained in JASS must then intervene and correctly complete the requisite applications for the Sailor. To save valuable time and reduce Sailors' frustrations, some detailers encourage Sailors to forgo the automated approach and simply apply for billets via email. (Marquez; Detailer Questionnaires)

Despite JASS advantages, it does not ensure detailing process efficiency. Since JASS allows Sailors to apply for their desired jobs, top-priority requisition may remain unfilled. Often, the highest priority requisition is not a job Sailors desire. Therefore, they will not apply. (O'Brien) Detailers feel pressure from the Enlisted Placement Management Center (EPMAC) to fill the highest priority requisitions, as they are the Navy's most important billets at that particular time.

JASS may actually allow Sailors to hide pertinent information, crucial in determining appropriate assignments. As an example, JASS does not indicate whether members are willing to obligate for additional service. Detailers may assign orders to Sailors only to have them later refuse to obligate for additional service, canceling the orders and undermining the detailers' efforts. (O'Brien) Additionally, JASS contains no screening mechanism to ensure Sailors do not apply for positions when ineligible, even with CCC's oversight. Oblivious Command Career Counselors may allow Sailors to apply for jobs despite ineligibility,

thereby complicating the detailers' responsibilities. (O'Brien; Detailer Questionnaires) Without screening mechanisms, information systems can actually decrease detailing process efficiency and effectiveness.

The impersonal nature of JASS extends to Sailor preferences, as it cannot query Sailors about their preferences or present them with every available option when searching for a new billet. JASS allows Sailors to choose up to five billets and rank them in preferential order. However, Sailors have to know the myriad ways to search for a job (i.e. by paygrade, NEC, duty type, or location) to view all eligible positions. Some Sailors want to ensure they are informed about all available positions. Other Sailors prefer the personal touch of talking to a detailer, hoping to receive more information and perhaps better options. (Detailer Questionnaires)

Although JASS has a confirmation process, it is not always timely. Confirmation numbers are not provided by JASS until the detailer downloads applications. This may not occur until the end of the four-day application process. As a result, Sailors do not know if their application is in the system until the detailer first downloads applications and the CCC then downloads confirmation numbers from JASS Client, which may not occur until the new requisition cycle. By this time, the previous application period is closed. (Andrade) Therefore, if the Sailor waits until the CCC downloads an application confirmation,

it may be too late to resubmit an application that failed to transmit. One Sailor stated, "I submitted a JASS request five times before I finally got orders...because the detailer never received the first four I submitted." Unsure of their application status, Sailors contact detailers repeatedly to ensure that their application is on file and will be considered at the end of the application period. (ORC Macro)

Billet information in JASS is generally inadequate and in some cases non-existent. Sailors often contact detailers for job descriptions to make informed decisions regarding the posted job's suitability. Unfortunately, detailers may not be able to fully answer questions, as the billet information is often limited or based on anecdotal data. Thus, Sailors are forced to rely on colleague's information, which may not accurately depict the job either. These inconveniences defeat JASS's purpose: to ameliorate detailers' jobs.

3. Career Counseling Matters

Some detailers feel that CCCs offer Sailors little career advice. (Detailer Questionnaires) This is evidenced by numerous phone calls to detailers requesting answers to simple questions that the CCC should have previously fielded. In some cases, the CCCs are not available for immediate assistance or perhaps Sailors prefer speaking to detailers for the "straight scoop." Given approximately 90 ratings, the CCC may be unfamiliar with the Sailors' particular rating and career path so offering

career advice would be futile. (Andrade) Regardless of the reasons, the result is that detailers spend significant time counseling Sailors that could be more wisely spent researching billets and assigning qualified Sailors.

According to detailers, many CCCs also fail to properly evaluate Sailors for available jobs, so Sailors apply to fill the position without the proper qualifications. CCCs may purposely avoid telling individuals "no," forcing the detailers to convey the disappointing news. Telling Sailors what they prefer not to hear is difficult. CCCs encourage personnel to apply for senior positions, allegedly enhancing their career path. Sailors may apply for a senior position when personnel shortages preclude the detailer from filling the requisitions in the Sailor's paygrade. This initiative may quickly be denied if the detailer is struggling to fill requisitions in the Sailor's current paygrade. Detailers suggest that additional training and standardized guidelines for CCCs may improve counselor performance. (Detailer Questionnaires)

Another complaint among detailers is that some commands rarely have an alternate career counselor appointed during the primary CCC's absence. Sailors contact their detailers via phone saying that they cannot meet the application deadline because their Command Career Counselor is on leave or not available. Whether commands truly have no alternate CCC appointed or whether the Sailor merely does not want to

communicate with the CCC was not revealed during this research. Regardless of the reasons, detailers are forced to spend precious, unforeseen time submitting Sailors' applications to ensure Sailors' job preferences are considered. (Detailer Questionnaires)

A final issue is that only the CCCs have access to the JASS Client system, which is necessary for the Sailors' job application process. JASS access is a process designed to simplify the Sailors' job search. However, limited access to CCCs results in concurrent inaccessibility to the JASS program. Since Sailors do not have access to apply for jobs, they must seek their Command Career Counselor's assistance. Often this must be at the CCC's convenience leaving those working in remote sites or during evening shifts at a disadvantage. When the CCC is on leave or involved with training absences and an alternate is unavailable, Sailors' access to the JASS application system may be non-existent. Thus, CCC inaccessibility can force detailers to complete applications by phone or accept Sailors' email applications.

4. Detailer Considerations

Detailers face significant time demands with individual Sailors, as each Sailor wants the detailer to consider their specific circumstances when making assignments. Approximately 294 detailers are responsible for 330,000 Sailors' careers, with about one third of both the detailers

and the Sailors transferring each year. (Cunningham) Thus, managing special considerations for each Sailor is a daunting task.

Detailers are frequently frustrated by Sailors' sometimes-unrealistic expectations of the assignment process timeliness. Waiting four days for application confirmation and an additional four days for selection feedback can seem like an eternity to Sailors. Furthermore, when Sailors do not receive their number-one job choice, they call or email detailers requesting explanations. Sometimes the answer is quite simple: the Sailor applied for a job when ineligible to fill it based on one or more criteria. In today's information-packed, fast-paced society, Sailors expect immediate answers, even with unreasonable or impossible requests. Detailers are forced to become excellent salespersons, gingerly explaining their decisions and promptly offering other alternatives to mollify Sailors.

Sailors are concerned about detailer accessibility. Poor accessibility to detailers frustrates Sailors more than any other detailing process factor. Face-to-face contact provides the most satisfactory communication with the detailers. (ORC Macro; Olmsted) From 40 to 45 percent of Sailors surveyed were dissatisfied with the following methods of contacting detailers: phone, email, CCC, JASS personally, JASS with detailer, and Enlisted Personnel Action Request (NAVPERS Form 1306). Over one half of the E1-E3 Sailors and over one half of those with less

than five years tenure were dissatisfied with limited detailer contact. (ORC Macro) Seventy-four percent of Sailors felt that telephoning during normal hours was "effective" or "very effective" compared to JASS at 35 percent. (Olmsted) Sailors treasure accessibility to and communication with their detailers, as individual preferences are important and warrant consideration. Figure 4.7 below represents Sailors' satisfaction and dissatisfaction with the methods of contacting detailers.

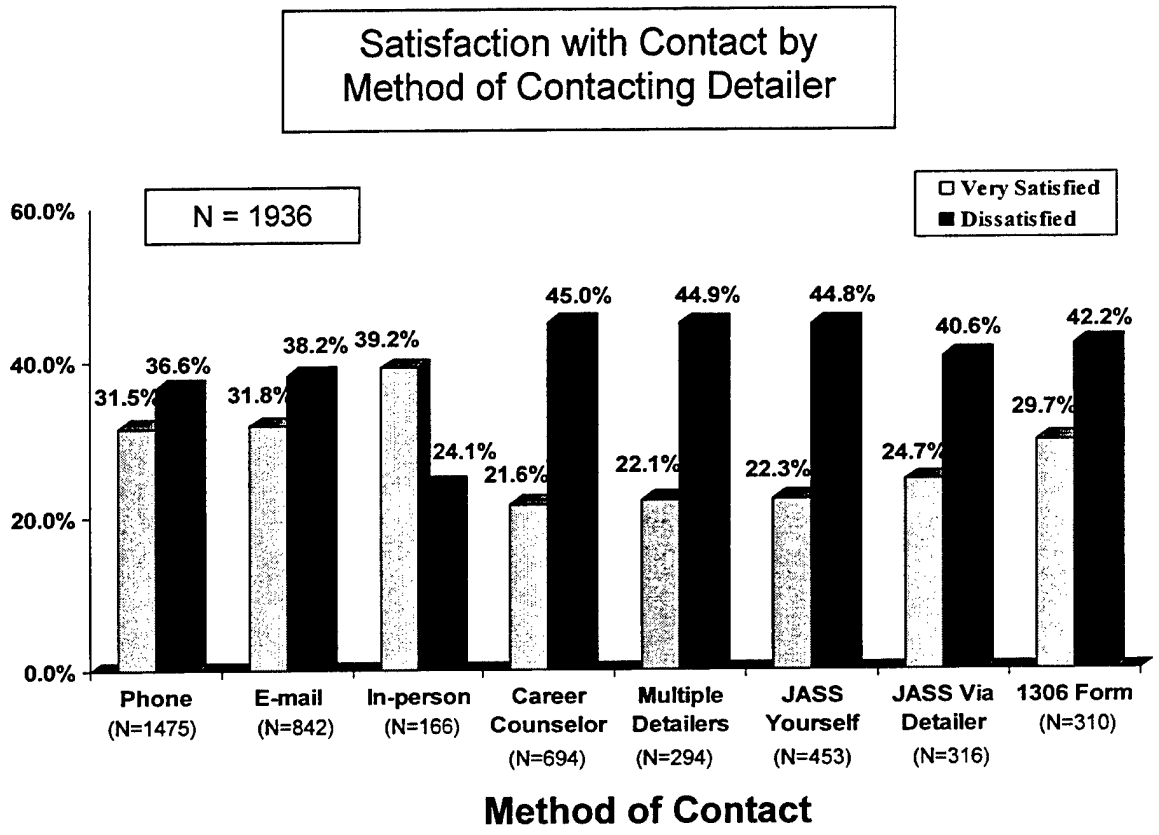


Figure 4.7
After: ORC Macro PowerPoint Brief, 8 May 2000

Depending on their current duty station, Sailors may not have adequate access to detailers. Small ships, submarines, recruiting and reserve centers, and overseas commands have limited access to detailers. Many commands have email available, but the average Sailor does not have ready access to a personal computer. Shared email access among several Sailors may exist, but private communications or full Internet services are not generally available. (Olmsted) Lengthy underway times, unreliable communication systems, diverse working schedules, and few computer terminals complicate Sailors' accessibility to detailers. (Detailer Questionnaires)

Whether justified or not, Sailors often distrust detailers. Perceptions abound that detailers hide valid requisitions for their friends and give preferential treatment to their buddies or those they want to influence. (Detailer Questionnaires; Olmsted 1998) Sailors also feel that detailers promulgate misleading information about billets to coerce Sailors to accept undesirable jobs. Since detailers assign orders affecting Sailors and their families for several years, animosity develops between the Sailor and detailer when Sailors receive undesirable jobs and discover someone else got the "good" job. Sailors expect fairness based on their qualifications and previous sacrifices for the Navy. Sailors are keenly aware that detailers have tremendous control over their careers

and are increasingly watchful of detailer actions. (Bennett; Detailer Questionnaires)

F. CHAPTER SUMMARY

The current enlisted detailing process positively contributes to fleet readiness and generally allows personnel to serve in their choice assignments, although in its current configuration inefficiencies and resentments exist. The automated JASS network improves the process. It empowers Sailors and promotes batch order processing, but it is underutilized.

Sailors value the detailing process itself more than the actual outcome. They want honesty, respect, positive attitudes, and timely results. Sailors understand Navy requirements and are willing to sacrifice at times with reasonable explanation. However, Sailors still expect detailers to at least consider their individual preferences. Regardless of their location or working hours, Sailors want accessibility to both JASS and their detailers. Personal contact with the detailer, especially face-to-face or telephone, ranks highest among Sailors.

Commands prefer properly trained Sailors at the right time to maximize fleet readiness and optimize mission accomplishment. If Sailors are not properly trained prior to arrival, activities must provide OJT or spend precious funds, adversely affecting readiness until the

Sailor is properly trained. Furthermore, gapped billets negatively affect fleet readiness and operational effectiveness. Balancing the Navy's needs with Sailors' desires presents challenging tasks for detailers.

Findings about the pathology of the current detailing process reveal insights into developing a newer and better detailing system. Although the essential functions of the current detailing process assigns Sailors to billets, the inefficiency, lack of timeliness, and ill will among some Sailors is burdensome to them and their families. If the Navy is going to recruit and retain quality Sailors, it must strive to eliminate the negative stigma surrounding the detailing process by considering alternative measures.

Figure 4.8 attempts to capture the pathology within the detailing process. Balancing Sailor and command preferences appear in the center of the circle as a detailer's primary consideration. If these two concerns were properly balanced, Sailors would be more inclined to reenlist, thereby enhancing retention. However, issues surrounding the detailing process discourage Sailors from reenlisting and draw them out of the Navy, thereby reducing retention rates.

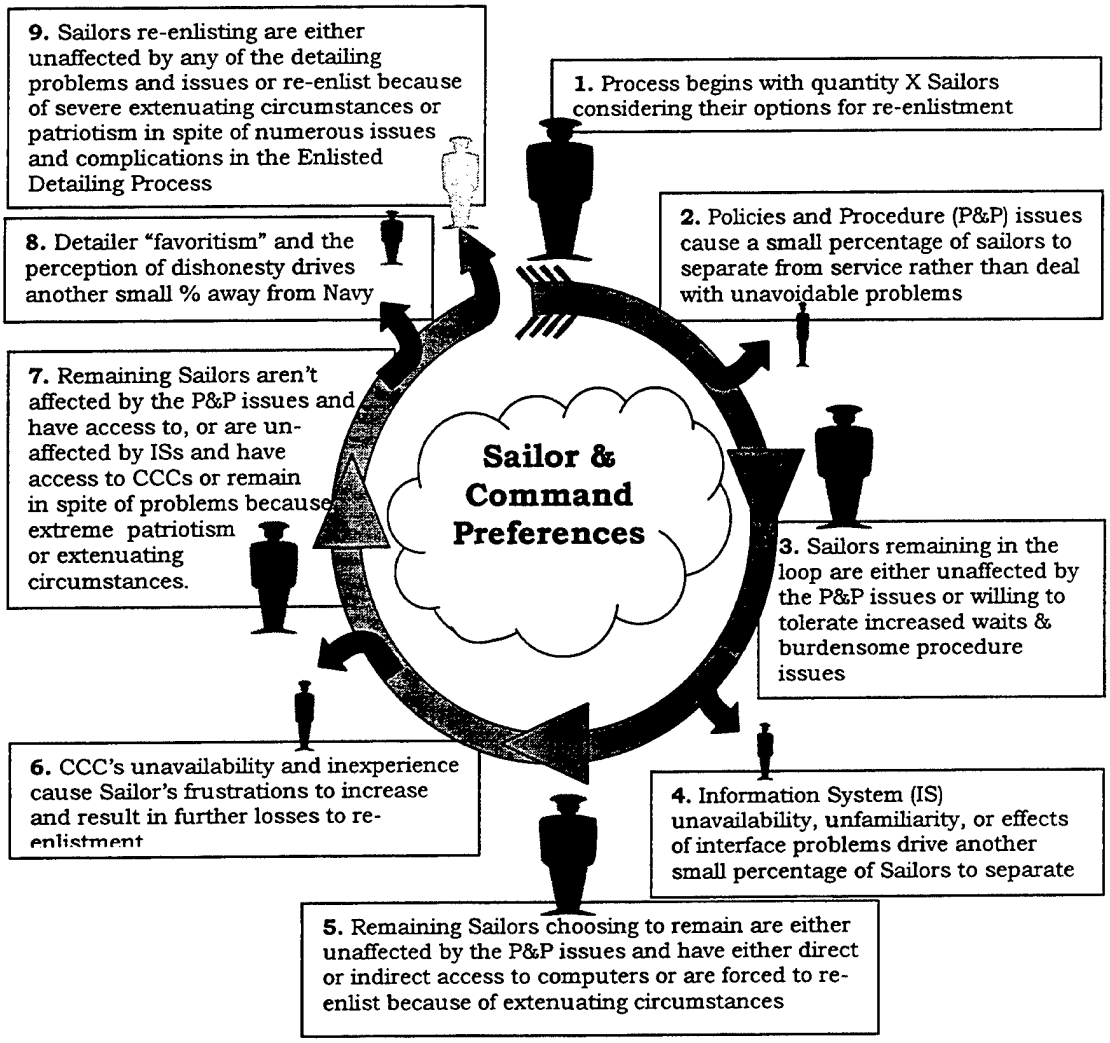


Figure 4.8
Cycle of Potential Sailor Loss Caused by Enlisted Detailing Pathology
From: Author synopsis of research

V. ANALYSIS OF FINDINGS

A. OVERVIEW

Chapter Two reviewed the detailing process as it is currently functions while Chapter Three reviewed Sailor and command preferences, identified successful aspects of the current detailing process, and identified the various pathologies within the detailing system, suggesting these as areas of potential process improvement. This chapter will focus on analyzing the significance of Sailor and command preferences and contrast those findings with an analysis of the detailing system pathology. Determining critical aspects is important because it will provide focus to change the detailing process where improvements would markedly enhance Sailors' morale and increase retention rates.

Findings concerning the current detailing process can assist in developing newer and better systems. Admiral Vernon Clark, Chief of Naval Operations (CNO), eloquently stated, "We must be committed to giving our people the tools to succeed. If we don't...then people won't invest of themselves in our organization." Implications for future detailing methods advocate Admiral Clark's feelings that "Nothing is

more important to our Navy than recruiting Sailors, retaining Sailors and attacking attrition of Sailors." (Burlage "Fleet Comes First...")

Despite recent acknowledgement of detailing system problems, many issues that cause problems are still present. Sailor attrition rates bear witness to the continuing issues facing the detailers, with forty-seven percent of enlisted personnel dissatisfied with the detailing process claiming that they are less likely to remain in the Navy. Furthermore, junior Sailors (E1-E3) are significantly less likely than senior enlisted personnel to remain in the Navy based on their detailing experiences. (ORC Macro) To retain quality Sailors, the Navy must heed the warnings and improve the detailing process.

B. SAILOR AND COMMAND PREFERENCES

Before analyzing the various pathology aspects within the detailing system, Sailor and command preferences are considered. Sailors clearly understand the importance of the Navy's needs, however, they expect to be treated fairly, honestly, and equitably during the assignment process. The positive attitude of their detailer can make all the difference in the Sailors' perceptions of the assignment process. Even when they cannot have desired orders, Sailors have a much better perception of the detailing process if detailers remain upbeat and encouraging. (ORC Macro)

Although the detailing process may seem antiquated, at least it is personal. Many Sailors feel that JASS, and surely any related future development, is impersonal, institutional, and dehumanizing. One Sailor warns, "Blueshirts are generally blue-collar-type people, and they frequently like to clinch monumental deals with a handshake or at least a phone call." (Bennett) Any related future development should consider personal characteristics during design.

Sailors consider detailer communication successful when: 1) Sailors have input to the process, 2) there are several job options, 3) the detailer provides the desired information and 4) the detailer balances their requests with the Navy's needs. (ORC Macro) Sailors treasure accessibility to and communication with their detailers, as individual preferences are crucial and warrant consideration. Sailors value detailers' responsiveness and equitable treatment more than specific job assignments.

Optimizing the Navy's needs, while facilitating the Sailor's occupational skills and desires, is imperative to attracting and retaining quality personnel. Sailors want consideration based on their qualifications and previous sacrifices for the Navy. Sailors appear to make a mental note of every previously held hardship duty, arduous sea tour, or overseas billet. (Tallent) They feel, perhaps rightly so, that these sacrifices should be rewarded with follow on orders including requested

training, location, or duty type. Unfortunately, when personnel shortages exist, Sailors may have limited job opportunities due to prioritized billet requirements regardless of their previous assignments.

Managing special considerations for each Sailor is an intimidating task. Sailors are concerned about geographic location, family needs, and home ownership to name a few. These personal aspects are important to Sailors and drive their reenlistment decisions. Thus, the Navy should consider Sailors' needs, if it wants to retain quality Sailors. Detailers are sensitive to these preferences but must ultimately fulfill the Navy's immediate job priorities. (Detailer Questionnaires) Maintaining balance between these two, often opposite, ends of the spectrum is imperative.

Since actual job responsibilities and career development opportunities are also important to Sailors, accurate and adequate job descriptions are necessary for them to decide which billets to pursue. (Miles) Just as civilians would not apply for jobs unless they knew what responsibilities the job entailed, our Sailors should not have to blindly apply for positions that could determine their career success or failure. Knowing job responsibilities gives Sailors a sense of choice and, thereby, a sense of empowerment. (Thomas) When Sailors choose a position based on little information, the stage is set for personal frustration and poor performance.

Sailors' sea/shore rotation significantly affects the detailing process. As a result, these are monitored through Chief of Naval Operations (CNO) policies. Back-to-back sea or overseas tours can be beneficial to the Navy, since these billets are generally higher priority billets than shore tours. However, this may prevent other Sailors who want or need sea or overseas billets for their own career enhancement. (O'Brien) Allowing Sailors to choose back-to-back sea or overseas tours must be balanced with other Sailors' needs and the Navy's requirements. Whether personal preferences, family needs, or job opportunities, different Sailors have different reasons for choosing the job they want, but each has implications for the detailing process.

In the beginning, Sailors never positively know who their friends are. Is it the detailer saddled with numerous requisitions to fill and hundreds of other Sailors' careers to manage? Or is it the Command Career Counselor caught between helping the Sailor and supporting the detailer? All three join the orders negotiation process to haggle over the Sailor's new assignment. Often these miniature battles end with sharp compromise where all players (Sailor, CCC, and detailer) fought the good fight but were eventually forced to settle for a deal worthy of acceptance or reenlistment. In the end, the Sailor receives orders and the detailer fills a requisition. (Bennett)

Commands must receive properly trained Sailors on time to support their mission readiness and operational effectiveness. Unqualified Sailors cannot be sent to an unsuspecting command without serious negative ramifications. To prevent difficulties, properly screening Sailors before they arrive at the command is imperative. With personnel shortages and increased mission requirements, it is crucial that commands receive properly trained Sailors on time. Balancing the command's needs with the Sailors' desires is challenging but necessary to ensure the Navy's ultimate mission accomplishment.

C. CURRENT DETAILING PROCESS SUCCESSES

The steps toward detailing automation have provided some Sailors with accessibility and knowledge never before realized. JASS empowers Sailors who can review available jobs and apply for their desired position, albeit with the Command Career Counselor's assistance. Prior to JASS, Sailors might receive only one or two offers via telephone from the detailer. Now Sailors can go online and review all available jobs before deciding which job is best for them, based on job skills and personal preferences (i.e. family situations, homebasing, etc.). JASS also ensures that all Sailors have an opportunity to apply for all available jobs for which they are qualified.

With a first-come, first-serve detailing process, Sailors are selected based on how quickly they are able to contact the detailer via phone when the new requisitions are available. But with JASS and batch process detailing, Sailors are selected for available billets based on their occupational skills, prior performance, and personal preferences. Obviously, Sailors benefit since they can now compete more equitably for available jobs.

Sailors want to feel empowered by the detailing process; they want to believe that they have control over their career and future assignments. View-only JASS gives Sailors a feeling of choice, which according to the Empowerment Model enhances their feelings of empowerment, energizing them to accomplish tasks. (Thomas)

D. POLICY AND PROCEDURE ISSUES

Service processes that are burdensome due to bureaucracy, red tape, and paperwork frustrate Sailors and detailers alike. Detailers diligently strive to treat Sailors as customers, but often lack the authority to remove the obstacles, policies or procedures to best assist their customers. (ORC Macro) When detailers try providing customer service by tracing orders through a relatively convoluted system, instead of focusing their skilled efforts on the next Sailor's needs, they cannot

adequately target their energies to the most beneficial product development.

In today's economy, there is an extreme focus on core competencies and intense specialization. This refocusing of efforts dictates that many headhunting firms outsource their advertising to one firm, their bookkeeping to another, and their financial account management to yet another. They focus on their specialty, finding and recruiting the most skilled employees for demanding companies. Although it would be possible for headhunters to process their own paperwork, it uses trained professionals inefficiently. The Navy needs to recognize the same is true of detailers. When detailers divest their focus from providing the best-suited Sailor for the most crucial job, the Navy suffers, along with both the detailer, and most importantly of all, the improperly assigned Sailors.

EPMAC's oversight in the assignment process is intended to benefit both the Sailor and the Navy by ensuring Sailors' skills are being employed and that fleet readiness is efficiently maintained. Although only a small percentage (6%) of orders are returned for renegotiations, detailers, having worked long hours to fill these billets, take offense when it occurs. (O'Quinn) Convincing a Sailor to accept a "hard fill" billet can require keen salesmanship on the detailers' part. Having their diligent efforts undermined by EPMAC can be demoralizing. Additionally, Sailors

who have agreed to the orders are disenchanted with the assignment process, having to start negotiations all over again. When this occurs, from a macro viewpoint, it is beneficial for the Navy, but from a disenchanted Sailor's perspective, it can fuel frustration and may promote feelings of being "just another number in the machine." If a computerized check and balance were necessary, perhaps incorporating it earlier in the process, before orders are negotiated, would be more palpable and less intrusive for detailers and Sailors. (Detailer Questionnaires)

Ever-changing requisition priorities mean that the truth last week may not necessarily be the truth this week. As billet priorities change because of tenuous world situations and shifting command needs, the detailing system must be responsive and attempt to fill whatever priorities exist at that time. Unfortunately, that is the nature of this rapidly evolving environment and unstable world events. It can be difficult for a detailer to maintain absolute consistency and fairness when dealing with dozens of Sailors' personal agendas; it is exponentially more difficult for the detailers when the priorities and "truth" change for them as well.

Personnel shortages and budget constraints driven by congressional mandates and Department of Navy (DoN) policies further complicate the detailer's mission. Optimizing the Navy's needs and

maximizing Sailors' satisfaction are difficult feats for detailers. Often detailers feel they are fighting a losing battle when facing obstacles from many sides. Detailers simply cannot fill billets with qualified personnel if there are not enough qualified Sailors for all empty billets. Those Sailors possessing high-demand skills may be assigned back-to-back hardship assignments based on the Navy's needs. Acting only as the messenger, the detailer may be blamed for the Sailor's plight, when policies alone dictated the detailer's actions. Conscientious detailers struggle with many difficult issues every day because they realize their life-altering actions and decisions affect Sailors' lives and commands' missions. (Detailer Questionnaires; Marquez; O'Brien)

The Navy's homebasing policy can be a positive benefit for those Sailors assigned to their desired areas for long periods but can present significant challenges for detailers. The policy can prevent detailers from assigning inbound Sailors to homebasing areas because of the tendency for the desired billets to be filled with long-term assigned personnel. With limited billet availability of assignments in all geographical areas, Sailors desiring to leave a hardship assignment and wishing to be reassigned to a popular area may be turned down for reassignment. For Sailors desiring to get a new assignment, they perceive the detailer to be the obstacle, not the policies and procedures that govern the detailers' decisions. (O'Brien) Ironically, many homebasing personnel realize their

careers are suffering due to their lack of assignment diversity and may very well be better off with a different assignment, such as to the remote assignment being held by someone who desires a different location or job. (Kantor 1990-1996)

Currently no established mechanism exists to follow up with Sailors ensuring complete satisfaction. With the feedback loop conspicuously absent, Sailors' negative feedback may never reach Pers-40 and therefore no improvements based on direct feedback can occur. Likewise, when Sailors are satisfied with their orders or the detailing process, detailers and Pers-40 will never realize how to continually repeat the process's positive aspects to maximize future Sailor satisfaction. Feedback could open the door for innovative solutions to satisfy Sailors while more completely fulfilling the Navy's mission. Discovering Sailors' dissatisfactions with the detailing process is imperative since almost half report that they are less likely to remain in the Navy due to perceived detailing shortcomings. Furthermore, the shorter the tenure and the more junior the rank, the less likely are those dissatisfied with the assignment process to stay in the Navy. The Navy's ability to retain qualified personnel relies heavily on Sailors' satisfaction with the reassignment process. (ORC Macro)

Timeliness of the detailing process, especially receiving answers about their reassignment, can be dissatisfactory for Sailors. (Owens;

ORC Macro) In our fast-paced society, where one can eat in a matter of minutes, transfer money in seconds, or get information in a nanosecond, it is no wonder that Sailors have high expectations for the assignment process timeline. Because of the Sailor's lack of order processing knowledge, receiving orders within a few days may seem reasonable to them. Unfortunately, the Sailors' lack of understanding can be quickly misinterpreted as a lack of effort on the detailers' part. The Sailor may feel that "slow" response time indicates inattentive detailers when the detailer is processing orders as quickly as the system will allow.

E. INFORMATION SYSTEM CONCERNS

When Enlisted Assignment Information System (EAIS) is inoperable due to network errors, detailers can accomplish few task requirements, further contributing to the poor timeliness and user frustrations of the system. Furthermore, this antiquated information system is not user-friendly, increasing detailers' training requirements and lengthening learning curves. Detailers report that becoming comfortable and proficient with EAIS took as long as six months, which could become a self-fulfilling-prophesy for inbound detailers. (Collier; Detailer Questionnaires)

When screens depicting valuable Sailor data are incorrect due to improper or lack of data entry, Sailors fail to receive benefit for efforts

expended. When incorrect personal data is used to make the assignment determination, Sailors may feel as though they are not receiving fair consideration for available billets. Detailers may not recommend Sailors for particular assignments if they appear ineligible, even though they are fully qualified in reality. (O'Brien) Time and efforts expended in correcting these errors contribute to assignment process inefficiencies.

The system that Sailors use to communicate their job preferences (JASS) does not directly interface with the system that detailers use to assign Sailors to prioritized billets (EAIS). This significantly increases translation errors and leads to lost data. Software incompatibilities between JASS and EAIS increase the detailers' data processing efforts. (O'Brien) Therefore, detailers may develop additional resistance to fully employing the software. Introducing errors in translating from one program to the other via manual social security numbers is unacceptable, especially when today's software programs can translate far more obscure programs to one another. Errors beget errors as mistake reparation consumes valuable time and further compresses detailers' requirements.

The majority of Sailors (75%) who use JASS agree that the software user interface is easily understood and that it gives them needed information (70%). However, both they and the CCCs continue to experience technical difficulties with the system. Just under half of the

JASS users (46%) felt that it reduced the number of calls they had to make to their detailers. Sadly, the majority of Sailors (75%) did not even know whether JASS was effective or not. (Olmsted 1998) For JASS or any newly developed system to be effective, it must be properly advertised and benefits should be easily recognizable. JASS is definitely a positive step in the right direction, but it needs refinement.

JASS benefits are not fully realized as evidenced by its infrequent usage. In 1996, only five percent of Sailors report ever using JASS, and by 1998 the number had less than doubled to 9.2 percent. (Kantor 1996; Olmsted 1998) This low percentage of personnel using JASS indicates that it is not reaching much of the target audience, for many reasons. There may be accessibility problems in addition to a confusing application process.

The receipt confirmation process is also not well understood by either the CCCs or Sailors, as neither is sure whether the detailers have received Sailor applications. JASS does offer a confirmation number for an application sent for tracking purposes; however, the system fails to produce it immediately and occasionally the CCC and Sailor fail to access it. (Andrade; O'Brien) Either way, this can increase detailers' already full workload as Sailors repeatedly contact them for confirmation receipt. Whether the majority of confirmation non-receipt is a system problem or a user problem remains undetermined. But application confirmations

are important to Sailors who are often competing among many other Sailors for desired positions.

The Job Advertising and Selection System (JASS) has enormous potential to streamline the detailing process but leaves much to be desired. It allows detailers to advertise high priority requisitions (as identified by EPRES from NMP shortages) to constituents who, in turn, can apply for their most desired billets. After the application process, detailers can then select, from several Sailors, the individual who not only wants the job but also best "fits" the available requisition, based on the Sailors' skills, past performance, location, or other relevant qualities. (Burlingame) Furthermore, in the past, detailers had a limited selection pool because only Sailors who reached the detailer via phone could apply for positions. Now, Sailors have an alternate venue to contact detailers increasing the opportunity personnel have to apply for available positions. This gives detailers a larger selection pool and better opportunity to match the right Sailor to the right job. JASS helps develop and sustain Sailors' careers while using their valuable, perishable skills to maintain adequate Fleet readiness. JASS allows a batch-processing initiative, which benefits the Navy as detailers can assign the right Sailor with the proper qualifications to prioritized billets on time, saving valuable government funds.

JASS is often viewed as too impersonal as it uses a Graphical User Interface (GUI) to interact with a computer and lacks human intimacy. During phone conversations, detailers query Sailors concerning their personal preferences, professional ambitions and career intentions. Then they make job recommendations based on the Sailors' desires as well as the prioritized billets available. Likewise, Sailors prefer speaking directly to detailers about their next job assignment, as evidenced by the poor usage of JASS. (Olmsted 1998)

Billet information in JASS is generally inadequate and in some cases, non-existent. A brief, concise description of general duties and responsibilities would help Sailors choose the preferred billet to accomplish career milestones. Career-enhancing information regarding the particular job would also encourage Sailors to develop and track their career progression and goals more closely. Listing a point of contact at the command to discuss the position would aid Sailors uncertain in their decision-making process. (Andrade; Collier; Miles) This would give Sailors a sense of pride and ownership in finding a job that best suits their desires, while fulfilling the Navy's needs. Including a billet description in JASS, or any newly developed information system, would enhance Sailors' morale and save detailers' time.

F. CAREER COUNSELING MATTERS

Some Command Career Counselors (CCCs) may need to take a more active role in Sailors' careers, according to some detailers. The CCC should be committed to answering Sailors' career questions and explaining various career options. Some CCCs are extremely involved, but there is a perception from detailers that many could be doing more to assist Sailors. (Detailer Questionnaires) Total CCC involvement would alleviate detailers' requirements to field numerous phone calls requesting answers to basic questions. This could also improve Sailors' perceptions of the Navy, as they would see someone directly in their chain of command showing a genuine interest in their career and personal preferences.

Since JASS has no screening mechanism to ensure Sailors apply for jobs only when eligible, CCCs are required to be a part of the application process, properly evaluating Sailors for those available jobs. This check was intended to prevent Sailors from applying for jobs when they are not qualified (i.e. do not have the proper occupational skill or NEC). When CCCs fail to properly evaluate Sailors for desired positions, detailers become the second screening mechanism, a time-consuming process for detailers working with an average of 1,122 constituents' careers. Since CCCs are only concerned about Sailors' careers at one

command, they have more time available to adequately screen personnel for desired positions. An adequately trained CCC is necessary to ensure Sailors are qualified for applied positions.

There are commands without alternate CCCs, resulting in units lacking the capability to routinely advise Sailors throughout the year. The appointment of an alternate would save precious time for detailers who receive calls solely because the primary CCC is on leave, at training, or otherwise unavailable. Additionally, alternate CCCs should have the same training and software access as the primary CCCs. Detailers should be given the primary and alternate CCCs contact information so when Sailors complain that no assistance is available, the detailer can direct them to the appropriate command representative. More communication among the detailers and CCCs via email or telephone would also alleviate many difficulties.

Although Sailors can see available jobs on View-only JASS, they must seek a Command Career Counselor to apply for desired positions, limiting JASS usage. Picking up the phone to discuss options with the detailer is much easier and quicker than tracking down the CCC, making an appointment, accessing JASS, and, finally, applying for the requisition. Detailers may tell Sailors to submit an application via JASS, but the Sailor may claim the CCC is unavailable or JASS is inaccessible

just to gain the personal contact further reducing JASS usage and the detailer's opportunity for batch-process detailing.

G. DETAILER CONSIDERATIONS

Human instinct drives Sailors' desires to speak with detailers capable of making rapid and significant differences regarding important Sailor concerns. Detailers, working with over 1,100 Sailors, cannot reasonably provide complete personal attention to each one. Detailers' attempts to avoid getting too involved or providing quick answers can lead Sailors to think that detailers are impersonal or untrustworthy.

Although Sailors often inherently distrust detailers, Sailors prefer discussing career opportunities with them. Despite some distrust, Sailors want the detailer, a human being, in the process. Detailers are either hated or loved by their constituents. Sailors see themselves as fortunate recipients of good deals or as victims of a heartless villain, coerced to accept "bad" orders for the most Machiavellian reason – the Navy's needs. Usually the detailing process, which Sailors call "orders negotiation," involves a cunning match of negotiation between the detailer, pressured to fill high priority requisitions, and hopeful Sailors, committed to finding desirable jobs. Command Career Counselors join in the negotiation process as well to represent Sailors, helping them pursue personal and professional goals. (Bennett)

Detailers feel that Sailors should be thoroughly informed about the assignment process, to develop realistic expectations and alleviate detailers' frustrations. In response to detailers' desires, in October 2000, Bureau of Personnel (BUPERS) inaugurated the commendable Detailers Communication Initiative (DCI), which informs Sailors about detailers and the detailing process via the BUPERS Home Page (http://www.bupers.navy.mil). Unfortunately, each slide requires approximately one to three minutes downloading time, turning a 29-slide presentation into an hour-long ordeal for Sailors, making the system relatively user-unfriendly. Often the sound files attached are unavailable as well. But for those who are willing to take the time and forego the sound portion of the slides, they will discover valuable information to previously unanswered questions. They will also have a better understanding and appreciation for the detailing process and know how to obtain valuable career assistance.

Sailors are often dissatisfied with detailers' explanations of denied requests. When not selected for a desired billet, Sailors need to know why they were not selected and what they should do to obtain a desirable job. If the Navy's needs must outweigh the Sailors' preferences, they want a clear understanding of where they are being sent and why. Some may claim that Sailors receive "orders" not "invitations;" however, with this country's economic boom and remarkably low unemployment rate,

Sailors deserve valid explanations and considerations or they may choose an employer outside the Navy. Sailors are generally satisfied with timely, accurate, and understandable orders.

Sailors are generally dissatisfied with detailer accessibility whether via email, phone, or JASS. Detailer accessibility is imperative since it is currently the only way for Sailors to obtain job assignments. Detailer access is often complicated by lengthy underway times, unreliable communication systems, diverse working schedules, and inadequate access to computer terminals. Although detailers can view in EAIS personnel scheduled to transfer in nine months (Fig. 2.5) and prioritized requisitions during this timeframe (Fig. 2.4), there is currently no tool available to match them together.

H. CHAPTER SUMMARY

Sailors need personal reassurance that they are embarking on career-enhancing initiatives and that they are receiving the Navy's best job offer. Conversely, they may need to hear from an honest Navy representative that fulfilling their desires (i.e. location preference) over the Navy's needs may not necessarily elicit a professional advantage. Some Sailors may only need the detailers' gentle coaxing and assurance to take a job that they would not normally be inclined to accept. An entirely computer-oriented system is incapable of offering this comfort

level to Sailors depending on detailers for personal recommendations and career advice.

Sailors value the detailers' personal career advice and appreciate their honesty, fairness, and equal treatment. Detailers must consider personal preferences. When Sailors perceive these qualities in detailers, even the least desirable jobs are more palatable. Timeliness of the detailing process is also important to Sailors. Billet descriptions and area information would help Sailors make more informed decisions before submitting job applications. Accessibility to the detailer, CCC, and JASS is crucial in establishing reasonable and positive relationships between Sailors and detailers.

The detailing process can positively affect retention rates if managed properly. It currently accomplishes the mission of matching Sailors to jobs, however process improvements could lead to more efficient and effective Sailor-to-job pairing. Ensuring CCCs and alternate CCCs are more involved with Sailors' career counseling and application screening will facilitate smoother operations. Stable, user-friendly information systems, such as web-based applications that interface with or replace the current system, would be beneficial for both the Sailors and the detailers.

If Sailor and command preferences are carefully considered and more equitably balanced, Sailors would be more inclined to reenlist in

the Navy. In addition, incorporating changes in the current detailing process to eliminate its pathologies would further enhance reenlistment decisions. Figure 5.1 depicts this relationship.

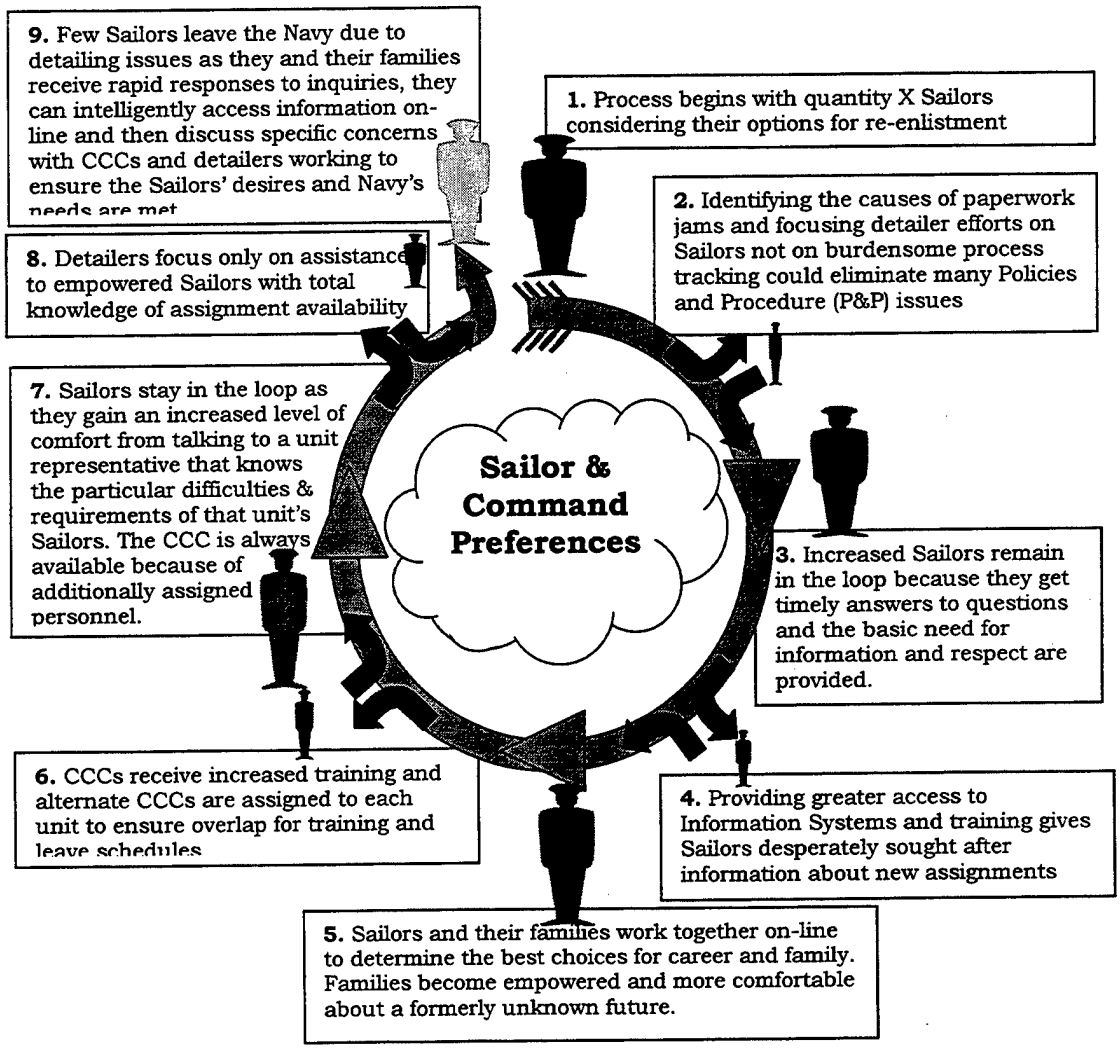


Diagram 5.1
Analysis of the "Cycle of Potential Sailor Loss"
with recommendations for increasing retention numbers
From: Author synopsis of research

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VI. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. RESEARCH QUESTIONS AND ANSWERS

1. Primary Research Question

What is the overall efficiency and effectiveness of the current Navy enlisted detailing process and how do those factors affect Sailors' retention? The Navy's enlisted detailing process accomplishes its mission: assigning Sailors to billets; yet it may do so without optimizing efficiency and effectiveness. Implementing process improvement measures, the Navy introduced JASS, an automated interface designed to provide increased job visibility to Sailors and reduce detailers' workload. Although useful to those Sailors that have taken the opportunity to use it, JASS has not gained Navy-wide acceptance as hoped. Poor acceptance may be attributed to its low usage, unadvertised benefits, poor accessibility, and incompatibility with EAIS. To more effectively and efficiently match Sailors to jobs, detailers need easy-to-use, state-of-the-art information systems that are continuously updated. A single decision support system, designed to support detailers in "mentally juggling" numerous requirements of the Navy and Sailors, would significantly enhance the efficiency and effectiveness of the enlisted detailing process.

Limited tangible improvements in the detailing system make quantifying retention results difficult. It is obvious, however, based on questionnaire results, that Sailors value the potential quality of life improvements that an improved detailing system would offer and are willing to remain in the Navy if their myriad desires, such as duty type, location, and personal considerations, are met. Sailors' personal experiences with the detailing process definitely contribute to their decisions to remain in the Navy or not. Almost half of those dissatisfied with the detailing process are less likely to remain in the Navy. To retain top quality Sailors, the Navy must consider their personal preferences and incorporate significant changes in the current detailing process.

2. Subsidiary Research Questions

Who are the key stakeholders involved in the detailing process and what are their concerns? The eight key stakeholders are: 1) the Chief of Naval Operations (CNO); 2) the Chief of Naval Personnel (CNP); 3) Manning Control Authorities (MCAs) for Commander in Chief, Atlantic Fleet (MCA-L); Commander in Chief, Pacific Fleet (MCA-P); Bureau of Personnel (MCA-B); and Commander, Naval Reserve Forces (MCA-R); 4) Enlisted Assignments Division (Pers-40) and Detailers; 5) Enlisted Placement Management Center (EPMAC); 6) Sea/Shore Activities; 7) Command Career Counselors; and 8) Sailors. Their collective primary concern is balancing the Navy's needs with the Sailor's desires involving

assigning the right Sailors with the right occupational skills to the right jobs at the right time, commonly referred to as the R^4 Sailor. They are also concerned about Sailors' career progression and retention. Sailors, in particular, are concerned about family cohesiveness, professional development, desired duty, and other personal needs.

What positive issues of the Navy enlisted detailing process can be leveraged or expanded for future use? The steps toward detailing automation have made significant gains in providing Sailors with accessibility and knowledge never before realized. JASS empowers Sailors who are now able to review available jobs and apply for their desired positions. JASS also ensures a more equitable application and selection process because of its more objective nature. Detailers can review several JASS applications to select not only the Sailor who wants the job, but also "best fits" the available position. JASS makes first-come, first-serve detailing methods obsolete, as detailers can batch process Sailors' applications, which is advantageous for both the Navy and its Sailors. Developing a more streamlined detailing process that encourages Sailors' usage and simplifies detailers' tasks may facilitate the Navy's annual retention goals.

What considerations must be included in the Navy enlisted detailing process? The Sailor and Command Preferences provide clear insight into the most crucial elements for unit commanders and Sailors,

which must be more fully understood and developed to accurately target issues and satisfy each entities' needs. This effort is necessary to ensure the Navy focuses on improving operational readiness, maintaining fleet balance, and retaining quality Sailors. Each Sailor wants special consideration based on earned qualifications and previous sacrifices for the Navy. Prominent Sailors' concerns include professional development, geographic location, sea/shore rotation, and personal needs. A merit system for hardship duty, arduous sea tours, or overseas assignments might assist in equitable Sailor treatment. Commands prefer properly qualified Sailors at the right time to meet mission requirements and achieve operational effectiveness. Ultimately, the Navy's needs are foremost in the assignment decision, but these needs should be tempered with Sailors' desires.

For any newly developed system to be effective it must be properly advertised and benefits should be quantifiable and qualifiable. Sailors will only use a system if they understand and perceive that it will help them attain their professional and personal goals and desires. Additionally, CCCs, detailers, and leaders must strongly encourage the systems' usage. Without strong support and capabilities dissemination, the system will not be widely employed or accepted.

What pathologies exist in the Navy enlisted detailing process and what are their micro and macro effects? While examining the detailing

process, four areas of pathology were evident: policy and procedure issues, information systems concerns, career counseling matters, and detailer considerations. Each is individually reviewed below.

- **Policy and Procedure Issues**

Burdensome service processes plague the detailing system slowing it unnecessarily. EPMAC's oversight enhances efficiency by ensuring that the R^4 Sailor is properly assigned, but it hampers effectiveness by adding another step in the already cumbersome process.

Fluctuating requisition priorities, personnel shortages, and budget constraints further complicate detailers' responsibilities. Although beneficial for Sailors desiring stability, homebasing may impede career progression and restricts other Sailors desiring inbound orders.

Customer feedback is not consistently, systematically requested in the detailing process so developing solutions for existing problems or identifying positive program aspects rarely occurs. Often inadequate explanations of denied requests result in Sailors' dissatisfaction with the reasoning behind the decision. Detailing timeliness is a problem for Sailors who fail to understand the detailing system nuances and requirements.

- **Information System Concerns**

The Enlisted Assignment Information System (EAIS) is frequently unreliable and often reflects incorrect Sailor information. Its software incompatibilities with JASS cause translation errors and lost data.

There is insufficient accessibility to JASS. JASS is impersonal, provides inadequate billet information, and produces untimely confirmation numbers. JASS has no screening mechanism to ensure Sailors apply for jobs only when eligible.

- **Career Counseling Matters**

Command Career Counselors need to take a more active role in Sailors' careers and may need additional training to alleviate detailers' stressful workload. Since Sailors must rely on CCCs to apply for positions, alternate CCCs should be appointed.

- **Detailer Considerations**

Detailers work with approximately 1,100 Sailors and cannot possibly provide complete personal attention. Many Sailors distrust detailers and are dissatisfied with detailer accessibility, yet value detailers attention and advice. Detailers want Sailors to have realistic expectations of the detailing process.

B. CONCLUSION

There is a need for a more efficient and effective detailing process, specifically one that more efficiently matches Sailors to jobs in a timely manner. Sailors dissatisfied with the detailing process are less likely to reenlist. With retention and mission readiness as every Navy leader's focus, ameliorating the detailing process is imperative. Addressing Sailors' and commands' concerns ensures improved efficiency and effectiveness of a newly developed system. Targeting and improving policy and procedure issues, information systems concerns, career counseling matters, and detailer considerations with an automated system will further enhance the detailing process efficiency and effectiveness and promote increased retention.

C. RECOMMENDATION

The Navy must develop a more efficient and effective detailing process to meet its needs and Sailors' desires. Properly balancing these two requirements will ensure improved retention rates and increased readiness. Further areas for improvement include:

- Improving process timeliness
- Developing comprehensive detailing system software with compatible interfaces

- Installing a screening device on job application software
- Simplifying Sailors job application process
- Sending an immediate return receipt to the Sailors' email that a job application has been received and will be processed, similar to procedures most Internet companies practice
- Informing Sailors about the advantages of using automated detailing computer systems
- Improving accessibility to detailer, CCCs, JASS or other IT software
- Developing a method to credit Sailors for previous tours
- Developing billet descriptions for all jobs providing Sailors a better idea of new duties and responsibilities

D. LIMITATIONS

Access to detailers in Millington, TN, was extensive and helpful, however, there was no method to contact Command Career Counselors to discuss their involvement in the process. Other limitations are described in Chapter I section D.

E. AREAS FOR FURTHER RESEARCH

How will the advent of a web-based detailing process affect the Command Career Counselor responsibilities?

Would a merit system for qualifications obtained and billets held allow for more equitable matching of Sailors to jobs?

Does the detailing process include only value-added steps? What can be done to improve the system's timeliness?

Is it possible to eliminate detailing personnel at the fleet level and use only automated systems with decision support tools backed up only by a small detailing staff at Department of Navy level?

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APPENDIXES

APPENDIX 1: DETAILER INTERVIEW

I am conducting this interview in support of my thesis research for the Naval Postgraduate School. My thesis topic supports developing an electronic based detailing system for Navy enlisted personnel. My primary purpose is to assess the effectiveness and efficiency of the current enlisted detailing process and determine implications for an electronic based detailing process.

Interview results are confidential and unclassified. Results will be used for academic analysis only.

Detailers' Perspective:

What is your current position?

How long have you served in this position?

Do you think the current detailing process is efficient/effective?

What key operational rules affect your ability to manage the assignment process?

What political and systematic procedures/influences affect your actions?

What dissatisfactions and/or frustrations have you experienced with the current detailing system?

What would you *not* change about the current detailing system?

Is there an Action Officer Course for detailers? _____Yes _____No

If "yes" to Question 8:

Have you attended? _____Yes _____No
Was JASS training included? _____Yes _____No
Was EAIS training included? _____Yes _____No

Sailor's Perspective

What are the Sailors' perceptions of how the detailing process is working or not working?

What special concerns should be eliminated in developing a new electronic based detailing process?

What desires should be incorporated in developing a new electronic based detailing process?

In your estimate, what percentage of Sailors get the job they want, where they want it, and when they want it?

JASS

What is your understanding of why JASS was developed and implemented?

How does JASS affect the detailing process?

To what extent are Sailors using the JASS system?

How could the JASS system be more fully utilized?

Do Sailors underway have reliable access to JASS?

What unique aspects about JASS are helpful to the detailers and/or Sailors that should be incorporated into an electronic based detailing system?

What troublesome aspects of JASS should be corrected or accounted for in an electronic based detailing system?

Who is trained to use JASS?

What type of training is offered to the Sailors who use JASS?

Are Sailors who use JASS well trained? _____Yes _____No

Is there an NEC for JASS? _____Yes _____No

Is the system user-friendly?

How does the detailer deal with filling the "bad" jobs?

How does the detailer decide who gets the "good" jobs?

Have Sailors' complaints significantly declined since introducing JASS?

Are detailers satisfied with JASS?

Future Web Based Detailing

Do enlisted Sailors have adequate access to the tools necessary (computer, software, and intelligence agent) for an electronic based detailing system?

Do you think Sailors would welcome the opportunity to personally look on-line for their next job assignment or would the web-based system be too "institutional" (less personal) for them?

What concerns and/or recommendations do you have regarding an electronic based detailing system?

Can you think of any additional barriers to an electronic based detailing system?

Thank you for your time and effort.

APPENDIX 2: DETAILER QUESTIONNAIRE

This questionnaire is being administered in support of my thesis research for the Naval Postgraduate School. My thesis topic supports developing an electronic based detailing system for Navy enlisted personnel. My primary purpose is to assess the effectiveness and efficiency of the current enlisted detailing process and determine implications for an electronic based detailing process.

Questionnaire results are confidential and unclassified. Results will be used for academic analysis only.

Detailer's Perspective:

What is your current job title?

How long have you served in this position? Years_____, Months_____

The current detailing process is efficient (circle one).

Strongly agree, Agree, Neither agree nor disagree, Disagree, Strongly disagree

The current detailing process is effective (circle one).

Strongly agree, Agree, Neither agree nor disagree, Disagree, Strongly disagree

What are the top three dissatisfactions and/or frustrations have you experienced with the current detailing system?

A.

B.

C.

What would you *not* change about the current detailing system?

Is there an Action Officer Course for detailers? _____Yes _____No

If "Yes" to Question 7:
Have you attended? _____Yes _____No
Was JASS training included? _____Yes _____No
Was EAIS training included? _____Yes _____No

Sailor's Perspective

The Sailors' overall perceptions of the detailing process are (circle one):

Outstanding, Excellent, Average, Poor, Unsatisfactory

What are the top three concerns for the Sailor that should be eliminated in an electronic based detailing process?

A.

B.

C.

What top three desires for the Sailor should be incorporated into an electronic based detailing process?

A.

B.

C.

In your estimate, what percentage of Sailors get the job they want, where they want it (circle one)? A. 0-25%, B. 26-50%, C. 51-75%, D. 76-90%, E. 90-100%

JASS

To what extent are Sailors using the JASS system (circle one)?
Always, Usually, Sometimes, Infrequently, Never

If Sailors do *not* use JASS, what is their primary method of getting orders?
(e.g. Phone calls, Navy Career Counselor, Messages, No contact)

How could the JASS system be more fully utilized?

What are the Sailors' feelings concerning JASS (circle one)?
Outstanding, Excellent, Average, Poor, Unsatisfactory
Why?

Do Sailors underway have access to JASS? _____Yes _____No

What top three aspects about JASS are helpful to the detailers that should be incorporated into an electronic based detailing system?
A.

B.

C.

What top three aspects about JASS are helpful to the Sailors that should be incorporated into an electronic based detailing system?

A.

B.

C.

What are the three worst aspects of JASS that must be corrected in an electronic based detailing system?

A.

B.

C.

What type of training is offered to the Sailors who use JASS?

Are Sailors who use JASS well trained? _____Yes _____No

Is there an NEC for JASS? _____Yes _____No

JASS is user-friendly (circle one).

Strongly agree, Agree, Neither agree nor disagree, Disagree, Strongly disagree

How does the detailer decide who gets the "good" jobs?

How does the detailer deal with filling the "bad" jobs?

Have Sailors' complaints significantly declined introducing JASS?

Detailers are satisfied with JASS (circle one).

Strongly agree, Agree, Neither agree nor disagree, Disagree, Strongly disagree

Future Web Based Detailing

Do enlisted Sailors have adequate access to computers for an electronic based detailing system?

Sailors would welcome the opportunity to personally look on-line for their next job assignment (circle one).

Strongly agree, Agree, Neither agree nor disagree, Disagree, Strongly disagree

Do you think the web-based system would be too "institutional" (less personal) for Sailors? Why or why not?

What recommendations do you have regarding an electronic based detailing system?

What additional concerns do you have regarding an electronic based detailing system?

Thank you for your time and effort.

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APPENDIX 3: ACRONYMS

AFQT	Armed Forces Qualification Test
AI	Awaiting Instruction
BUPERS	Bureau of Personnel
BUPERSINST	Bureau of Personnel Instruction
CCC	Command Career Counselor
CITC	Career Information Training Course
CLF	Commander in Chief, U.S. Atlantic Fleet
CNO	Chief of Naval Operations
CNP	Chief of Naval Personnel
CNPC	Commander, Navy Personnel Command
CNRC	Commander, Navy Recruiting Command
CONUS	Continental U.S.
CPF	Commander in Chief, U.S. Pacific Fleet
CRB	Career Review Board
CREO	Career Reenlistment Objectives
DCI	Detailers Communication Initiative
DoD	Department of Defense
DoN	Department of Navy
EAIS	Enlisted Assignment Information System
EAOS	End of Active Obligated Service
EDD	Estimated Date of Detachment
EDPROJ	Enlisted Distributable Projections System
EDS	Enlisted Distribution System
EDVR	Enlisted Distribution Verification Report
EFM	Exceptional Family Member
EMF	Enlisted Master File
EPMAC	Enlisted Placement Management Center
EPRES	Enlisted Personnel Requisition System
FTP	File Transfer Protocol
HUMS	Humanitarian Assignment
IA	Individuals Account = TTPH + AI
INMARSAT	International Maritime Satellite Organization
IT	Information Technology
JASS	Job Advertising and Selection System
MCA	Manning Control Authority
MD	Member Data (EAIS screen)
MFT	Missions, Functions, and Tasks
MILPERSMAN	Naval Military Personnel Manual
MTW	Major Theater War

NAVPERS	Chief of Naval Personnel Instruction
NEC	Navy Enlisted Classification
NMP	Navy Manning Plan
NRC	Navy Recruiting Command
NTRS	Navy Training Reservation System
OJT	On-the-Job Training
OM	Orders Writing Module (EAIS screen)
OPNAVINST	Chief of Naval Operation Instruction
ORC Macro	Opinion Research Corporation Macro
PCS	Permanent Change of Station
PDB	Professional Development Board
PASS	Pay/Personnel Administrative Support System
Pers-40	Enlisted Assignments Division
Pers-45	Distribution Management, Allocation, Resources and Procedures Division
POW	Plan of the Week
PRD	Projected Rotation Date
R^4	Right Sailor with the right occupational skills occupying the right billet at the right time
RPM	Requisition Posting Module (EAIS screen)
SALTS	Standard Automated Logistics Tool Set
SEAL	Sea, Air, Land unit
SRB	Selective Reenlistment Bonus
SSC	Small Scale Contingency
TFFMS	Total Force Manpower Management System
TPPH	Transients, Patients, Prisoners, Holdees
TPU	Transient Personnel Unit
TAMP	Transition Assistance Management Program
TUM	Take-up Month

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